CITIZENSHIP *through* PROBLEMS

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and
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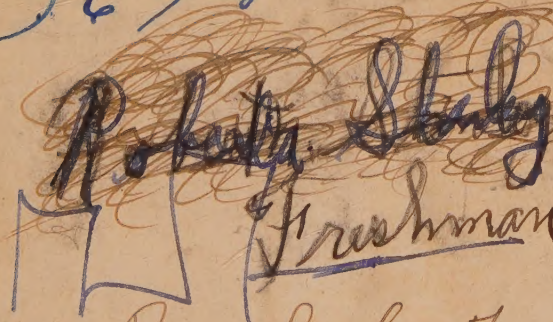

Rayford Lewis

RAYFORD LEWIS

Start on page 83.
88,

Here you see the four most important aspects of life in organized communities. The family, of course, is the most important of all. What are the other three?

CITIZENSHIP THROUGH PROBLEMS

FOR

JUNIOR HIGH SCHOOL GRADES

BY

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Look on page 299

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TO THE TEACHER

There are many useful textbooks now available for courses in community civics. These books are more or less similar in their scope and plan of organization. In general they lead to the use of conventional methods of instruction. It would, therefore, be difficult to justify the writing of an additional textbook of the conventional type or one modeled after even the best of those now in print.

The authors of *Citizenship through Problems* have attempted, however, to prepare a textbook that differs from all other books in community civics in certain important respects. In order that teachers may note these differences and gain an understanding of the real purpose in writing this book, we have prepared this preface and have written a special appendix in which are numerous suggestions to teachers (pp. 483–501).

Significance of the title of this textbook. This book is really described by its title, *Citizenship through Problems.* It plans a course in which real problems and actual investigations are stressed. As the title suggests, it frees the teacher from depending solely on the material in a single text. It presents an opportunity for teachers to get away from the purely informative or factual type of textbook in civics, and to emphasize "learning through participation." It is so constructed as to stimulate the pupil to self-activity and to guide him in his study of civic situations and community problems. It is further organized to afford training in solving definite problems in the field of citizenship.

The scope of this textbook. The scope of this book was determined after a critical study of the aims and objectives

of civic teaching in junior high schools as set forth in their curricula. A special study was also made of the range of topics included in twenty-four of the newer textbooks in the field of community civics. This study was made by Mr. F. J. Mulder, a graduate student of the University of Michigan, and was very helpful in interpreting the scope of junior-high-school courses in citizenship.

Citizenship through Problems is divided into six main parts:

Part One considers "The Meaning and Obligations of Group Life." In this part emphasis is placed on the need of fair play, coöperation, tolerance, and other civic virtues and democratic attitudes.

Part Two bears the title, "Problems of Community Welfare." The chapters in this division are planned to stimulate pupils to become willing and intelligent participants in the community and in its group activities.

Part Three covers "The Individual and his Economic Well-Being." In these chapters the economic well-being of the citizen is considered and special attention devoted to the importance of preparing to do one's share of the world's work. The supplementary readings and problems afford an opportunity to stress occupational information and vocational guidance.

Part Four is entitled "Problems of the Economic and Industrial Life of a Community." The importance of including a treatment of the topics in this division will be recognized by all who appreciate the marked influence of economic changes on the civic life of the American people.

Part Five is devoted to the topic "The Machinery of Government." In this division the purposes and mechanics of government are discussed. By placing this general topic near the close of the textbook the value of an effective machinery of government is more keenly appreciated and

understood by pupils of the junior-high-school age. The preceding chapters have provided the economic, social, and industrial background for a general study of government.

Part Six is the "Appendix." In addition to the Declaration of Independence and the Federal Constitution usually given in textbooks in civics, the Appendix includes sections entitled "Effective Methods and Devices for Teaching Civics," "Problem Solving and Notebook Work," "Securing and Using a Class Library," and "Some Books Recommended for Teachers." The Constitution is annotated. A "Simplified Parliamentary Procedure" has been prepared. Parliamentary usages should be a part of civic training.

The grade level of the book. The authors have written this book for use in the junior high school. The vocabulary has been carefully chosen. While a number of technical words have been introduced that would not be readily understood by a pupil in the junior high school, their use in the text is essential to the presentation of certain social and economic problems. Care has been taken either to give definitions of these technical terms or to use them in such a connection as to make their meaning clear.

The emphasis on problem solving. Inspiration, information, participation, according to Hatch, are the objectives for the teacher to hold constantly in mind in planning a course in junior-high-school civics. The most important of these aims is participation. Teachers must find ways to stimulate pupils to do things that possess value in terms of civic training. The problems of this text offer an effective means to that end. It is now generally conceded by teachers that when a pupil works out something for himself, he remembers it much longer than when he simply reads about it. The authors have spent much time in the preparation of a considerable number of carefully selected problems. In

devising these problems they had the assistance of many teachers. The problems have been given actual use in several classrooms, where it was found that they served to stimulate activity on the part of the pupils and afforded them opportunity for valuable participation in the classroom work.

The problems are also planned to make possible an expansion of the work beyond the limits of a single textbook and to render it comparatively easy for a teacher to apply the general principles to local situations. On pages 489–493, there will be found many directions and suggestions concerning the use of problems and the preparation of a notebook.

The use of illustrations. The pictures, charts, and graphs have been selected to supplement and reinforce the text. To insure this, questions have been placed under many of the illustrations. These questions lead the pupils to find the real meaning of the illustrations.

Testing and applying. Near the end of each chapter the pupil will find the topic "Testing What I Have Read." These exercises are planned to help the pupil test his own work and to discover the value of critical reading. It is not expected that teachers will depend solely on these questions for testing preparation, as they give a partial rather than a complete test of the material in a chapter. This plan requires that pupils secure mastery of the thought content of a chapter rather than memorize answers to questions.

Supplementary readings. The difficulty of providing supplementary readings in a course in civics is recognized by both teachers and supervisors. To minimize this difficulty, the authors have selected a class library of fourteen books (p. 494), which have been carefully selected to meet the interests and the reading capacity of junior-high-school

pupils, and to be representative of our chief civic fields. Each book stresses a different civic aspect. On pages 495 and 496 we have outlined six plans for making reports on outside readings.

Provision for use of progressive methods of teaching. The writers have recognized the desire of teachers to use some of the newer methods of instruction such as the socialized recitation, individualized instruction, pupil participation, the project, the Dalton plan, and laboratory work; but they have sought to avoid too much emphasis on any one plan or method of instruction. The book has been organized so that it may be readily adapted to one or to a variety of methods and hence maintain the individuality of the teacher. In order to encourage the use of the socialized recitation, provision is made for assignment of problems to small committees. After these problems have been investigated by the committees, the entire class may receive the benefit during a socialized recitation. In order to adapt this book to the Dalton plan, the teacher may group the problems or readings for special assignments. The plan of starring the more difficult problems has been followed in order to make it possible for teachers to take better account of individual differences.

J. B. E.
A. D.

TO THE PUPIL

You are a young citizen of your school and community. You should think of community problems as a citizen. If you were to ask ten leading men and women in your community to name the four most important subjects of study in a junior high school, you would be likely to find that all of the ten placed the subject of civics first or second in their lists. Why do people consider civics so important? Because knowing about community matters, being rightly disposed toward others, and desiring to be a helpful citizen are emphasized in courses in civics. All people recognize that the safety, security, and happiness of a community depend on this kind of training.

In your school organization you have an opportunity to develop the ability to perform the functions and duties of an adult citizen. In your association with the other members of your group you should aim to be fair-minded and tolerant. You should learn to respect the opinion of others and to coöperate in everything that is for the general welfare of your school and community. To be able to do these things, you must be well informed on matters pertaining to your school and community. You should read your school and daily paper, and magazines dealing with civic matters, and profit by the knowledge and information gathered from your associates. To be well-informed and intelligent school and community citizens, you must obtain as many facts as possible before forming an opinion. Your course in civics should provide you with valuable information and give you training and experience for the proper consideration of civic and social questions.

J. B. E.
A. D.

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To Mr. Fred J. Mulder, graduate student in the University of Michigan, special credit is due for the careful preparation

of a report on the scope of topics included in twenty-four textbooks in junior-high-school social science. This study was of great value to the authors in determining the range of subject matter to include in this textbook.

The authors also received valuable help from E. E. Windes, Federal Bureau of Education, Washington, D. C.; C. L. Goodrich, Deputy Superintendent of Public Instruction, Lansing, Michigan; and Dr. Raleigh Schorling, University of Michigan. Many valuable suggestions were received from scores of civics teachers in large and small high schools, visited by one of the authors in his capacity as inspector of high schools.

J. B. E.
A. D.

CONTENTS

PAGE

To the Teacher xi
To the Pupil v
Acknowledgments xii

Part One — The Meaning and Obligations of Group Life

CHAPTER

I. Our Dependence on Others 3
II. School Citizenship 22
III. Citizenship in the United States 41
IV. Laws and Law Observance 61

Part Two — Problems of Community Welfare

V. Municipal Government 83
VI. Taxation and What It Is For 102
VII. Public Health 117
VIII. Public Safety 139
IX. Public Utilities 157
X. Schools and Education 172
XI. The Care and Training of the Handicapped . . 189
XII. Recreation and Play 203
XIII. The Farmer and Rural Problems 221
XIV. Community Improvement 246

Part Three — The Individual and His Economic Well-Being

XV. Preparing to Earn a Living 269
XVI. Thrift and Good Citizenship 285
XVII. Insurance 307

Part Four — Problems of the Economic and Industrial Life of a Community

XVIII. The Industrial Community 323
XIX. Banks and Their Services 346
XX. Communication 360
XXI. Transportation 377

Part Five — The Machinery of Government

CHAPTER		PAGE
XXII.	The National Government and the Constitution	403
XXIII.	The State and Its Government	426
XXIV.	County and Township Government	438
XXV.	Public Elections and Political Parties	452
XXVI.	American Ideals and Traditions	474

Part Six — Appendix

A—Effective Methods and Devices of Teaching Civics 483
B—Problem Solving and Notebook Work . . . 489
C—Securing and Using a Class Library . . . 493
D—Some Books Recommended for Teachers . . 498
E—Community Score Card 498
F—The Declaration of Independence 501
G—The Constitution of the United States . . 505
H—Simplified Parliamentary Procedure . . . 525

Index 529

PART ONE

THE MEANING AND OBLIGATIONS OF GROUP LIFE

Citizenship Through Problems

CHAPTER I

OUR DEPENDENCE ON OTHERS

An example of dependence on others. Our dependence on others is greater in a city than in a small village. This is well illustrated in a paragraph from a letter written by a girl who went from a small village to spend the summer with her aunt, who lived in an apartment house in one of the larger American cities.

In the letter she said: "When we get up in the morning we find that the milkman has left us two quarts of milk and that the iceman has filled the refrigerator with ice. Later in the morning a man comes to the door with vegetables, and the postman brings us the mail. When I want to play, I walk two blocks to the public playground. I have to cross a very busy street, but a policeman is always there to help me. I sometimes wonder what my aunt would do if she lived in our village where most of the families have a garden, keep a cow, and do so many things for themselves."

How does the foregoing illustration suggest the dependence of people on others for many services?

Early group life. It appears to be contrary to the nature of man to live alone. From the earliest period of recorded history we have found men living together in groups. In remote times the families of each group were fairly independent of one another. When food was needed, the head of the family hunted and killed some wild animal,

fished in the near-by waters, or gathered nuts and wild fruits in the forests. The skins of wild animals were made into clothing, and the bark and boughs of trees furnished material for shelter.

Even in those far-away times, however, individuals learned to come together and live in villages for mutual protection against a common enemy. Gradually all the members of the group began to depend on individuals of

An Iroquois village

the group for some special service. In Hiawatha we read of the ancient arrow maker who was skilled in making arrows for the other members of the Indian tribe.

What others do for us. We are dependent on others for most of the things that make life happy and worth while. There is not an hour of the day when we are not benefited by the work of some one else. Many times this service is the result of the work of human beings in China, Brazil, or other places that are hundreds of miles away. At the dinner table we may have bread made from Minnesota wheat, butter

from a Wisconsin dairy, rice from Carolina, figs from Turkey, bananas from Guatemala, cocoa from Ecuador, pepper from Sumatra, and sugar from Cuba. When we go to bed, we may sleep on a mattress made of wool from Australia or cotton from Georgia.

We might continue these illustrations by references to the sources of raw materials used in making shoes, overcoats,

Photo from Underwood and Underwood

The sky line of New York City

How does New York City compare with the Iroquois village in the interdependence of its people?

rubbers, stockings, and other kinds of wearing apparel. Such illustrations show that each one of us would be inconvenienced or perhaps seriously handicapped if workers in one distant corner of the globe failed to do their work for any long period of time. In your study of geography this fact has been brought out many times.

We cannot live without the help of others, unless we go to an uninhabited island and take with us only those things that we have made without the help, advice, or example of other people. In most cases that would mean that we should not take anything with us. Hence we should not profit by what others have done. This dependence of one person on others is a lesson that everyone should learn. If we fail to learn this lesson, we are certain to be selfish and unfriendly.

Problem One.[1] *Purpose.* — To illustrate your dependence on others.

Setting. — Imagine that you and three of your friends were sent to an uninhabited island near Australia and were given an axe, a bushel of wheat, and a peck of potatoes. Suppose that the island was well stocked with wild game, but no domesticated animals, and well supplied with edible tropical fruits.

Direction I. — Make a list in your notebook of twenty kinds of foods that you could not have, such as: (1) corn, (2) tomatoes, etc.

Direction II. — Make a list of ten of the present pleasures which you now enjoy that you could not indulge in or have: (1) movies, (2) ——, (3) ——, (4) ——, etc.

Direction III. — List some of the advantages that come from living in a well-organized community and be prepared to discuss them in class, such as:

1. Protection of life and property by the government

The dependence of the modern farmer. Much has been said about the independence of the farmer. It is true that the pioneer farmer lived a very self-sufficient life and

[1] Before assigning this problem the teacher should discuss with the pupils the directions for notebook work on page 489.

Pupils will find a solution of a problem on page 491. This form may be used as a model for reporting other problems in their notebooks.

depended on others for very few things. He usually lived a considerable distance from a trading center and hence had to depend on his own resources. In one or two trips a year

Photo by Ewing Galloway, N. Y.

A free market

In what way does this market illustrate the relationship of the farmer to the people of the city?

to town he could secure the few articles of food, clothing, or machinery that he could not produce on his farm. In the early days the men and women on the farms made their own cheese, butter, bread, even yarns and cloth, and many other articles of food and clothing. The farm machinery was

simple and farmers frequently made part or all of it. The needs of the pioneer farmer were few. In contrast with most of us he led a very simple and independent life.

The present-day farmer is much more dependent on others than was the pioneer farmer. Yet some farmers still do many things on their farms that in the city are done by special workers, such as repairing the house, painting the barn, or building sheds. However, many farmers hire others to do these things. All farmers are very dependent on others for manufacturing farm tools and machinery and for making articles of food and clothing. It is very common for the modern farmer to buy bread from the baker, cheese and butter from the creamery, and meat from the butcher. He also depends on the grocer for many food products from foreign lands and for different kinds of canned fruits and vegetables. He relies on others for their coöperation in building good roads. We are living at a time when interdependence is very great. This means that we are very dependent on others and others are dependent on us. Each year brings an increase in interdependence.

Nature of a community. The dependence of individuals on one another has led us to live together in groups or communities. Boys and girls live in homes with their parents, and, in turn, these homes form communities. Some communities have several thousand homes, while others have only a few. A *community* may be defined as a group of people living together in a certain locality, bound together by common interests and ideals, and subject to common laws or rules. It is frequently said that it takes people, place, purpose, and pride to make a community. These are the four *P's* in the definition of a community. The citizens of a village or country locality attend the same churches, vote at the same place, buy their merchandise at the same stores,

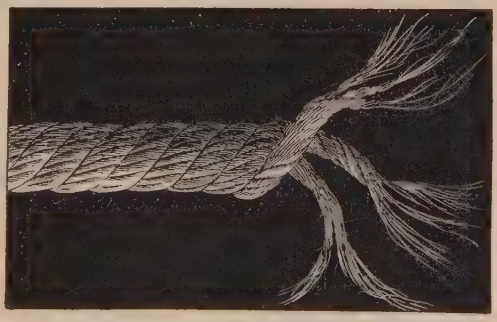
and are bound by many other common interests and ideals. These citizens constitute a community.

It is plain from the definition that the term *community* may be used to refer to a town, or to a portion of a town such as a neighborhood; or it may refer to a church, a school, or any other group of people bound together by common interests and common rules. As a pupil you are a member of several different kinds of communities, such as the school, the neighborhood, the church, and possibly one or more additional smaller communities.

Problem Two. *Purpose.* — To discover the number of communities and groups of which an adult may be a member.

Direction I. — Add five or more organizations to the following list of those to which an adult may belong: (1) the church; (2) a political party; (3) a parent-teachers' association.

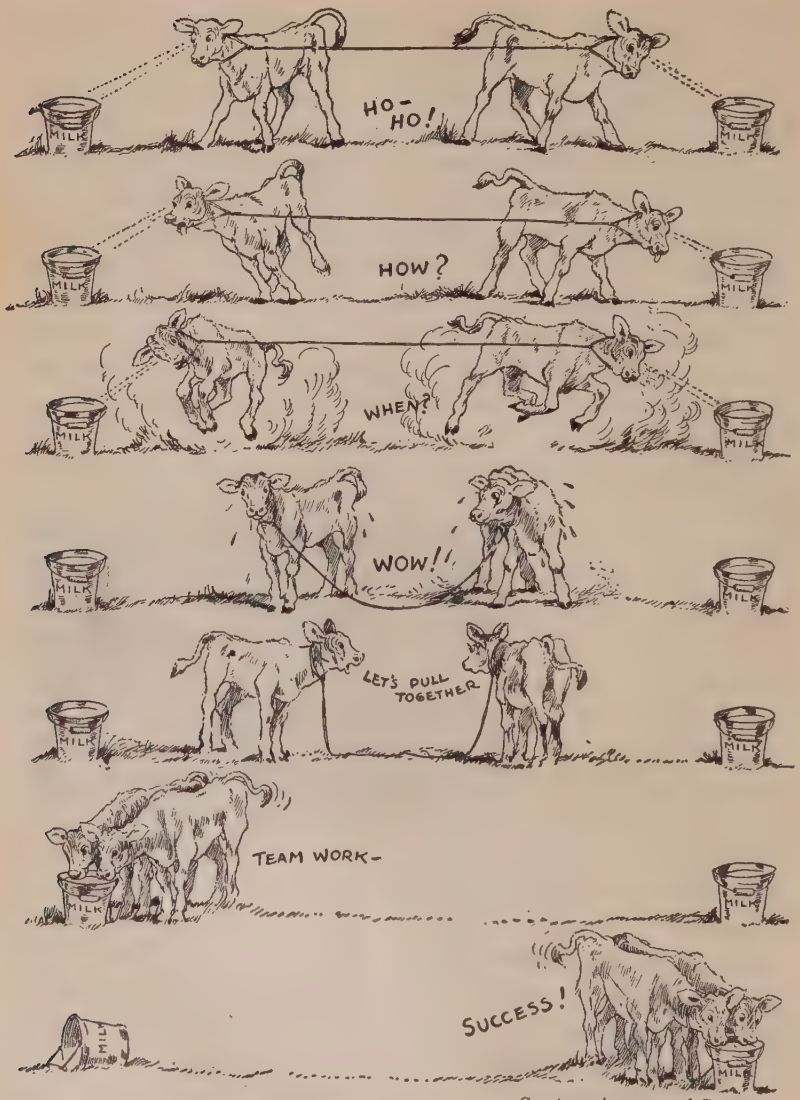
Direction II. — List at least four ways in which one of these various organizations helps to improve the community. Prepare to discuss these in class.



What the cable teaches

How may the lesson of the cable be applied to a community?

Meaning of membership in a group. Membership in these communities gives us an opportunity to satisfy our desires and purposes through coöperation with others. That community is most successful whose members coöperate in the most effective way. A community is likely to go to pieces when the members cease to work together in a happy



Courtesy, Armour and Company

Interpret this cartoon. What title would you suggest for it? Can you draw a cartoon that will bring out the same idea?

way. This can be easily understood when one recalls how certain small school groups are broken up if one or more of its members will not play fair or when they seek to "run things."

Advantages and disadvantages of community life. When individuals live together in groups, they are able to enjoy many advantages which individuals living on a remote island or in localities where intercourse is difficult are not able to enjoy. In community life there is always the joy of companionship and the advantage of an interchange of ideas and interests. There is also the assurance of mutual protection in times of danger. In case of sickness, accident, or fire, help is near at hand.

The individuals of a community are able to band together for benefits which could not be realized by individuals living in remote, isolated localities. Schools, recreational facilities, postal service, police protection, and fire protection are some of the many advantages which community life affords. On the other hand, the more closely we are grouped together, the less freedom we have to do as we please. We are constantly required to control and curb our actions in order not to interfere with the rights of others in the same group. In community life we are forced to conform to many requirements whether we want to or not.

How to help a community. It follows that membership in a community places upon us the obligation to further the purposes of the community. If the purpose of the community is to furnish pleasure, it is our duty to do our share. If the purpose of the community is to make it possible for boys and girls to secure an education, it is the business of the members of the community to work together in such a way as to promote the interests of education. If the purpose of the community is to develop a better trading center and

a more attractive place for its citizens to live, what should each member of the community do?

Membership in a community carries with it definite responsibilities as well as opportunities. The failure to recognize these duties and responsibilities is the chief cause of much of the trouble in our communities, whether large or small. It is, therefore, important for boys and girls to learn at an early age the important fact that communities can be successful only through the intelligent and hearty coöperation of their different members.

Suppose that the members of a community of fifty persons are divided as follows: ten members opposed to the interests of the community; ten members in sympathy with the community, but too lazy or too poorly trained to do any work; ten members who oppose other's ideas and refuse to coöperate if they themselves are not pleased; five members who are unable to work because of sickness or old age. With these thirty-five excluded as active workers, the burden of making the community a success must be carried by fifteen of the fifty members. This is a very undesirable situation and clearly unfair to the real workers.

It is the opinion of some observers that the success of many of our communities is due to the efforts of about three out of ten of the members. This is doubtless true of some of your school organizations. It is a condition that should not exist. One of the reasons for studying community civics is to learn how to be valuable members of a community by taking an active part in promoting its interests.

We should always bear in mind that in the larger communities there are people whose occupations, religion, and interests are different from our own. We should strive to be fair and considerate of the opinions and beliefs of the various members of our community. We should work together for

CIVIC DUTIES

THE SCHOOL

THE COLLEGE

BUSINESS

RECREATION

HOME

CHURCH

Some results of coöperative group life

the interests of all instead of working and lending our support only when it is a matter of importance to our own business or pleasure.

Problem Three. *Purpose.* — To find why people are attracted to your locality as a place of residence.

Direction I. — Copy in your notebook the following list of possible attractions of a community and add others: (1) rich soil; (2) good water; (3) valuable minerals; (4) beautiful country; (5) good schools; (6) low taxes; (7) healthful climate; (8) good wages; (9) attractive homes; (10) many parks and playgrounds; (11) prosperous shops and factories.

Direction II. — Place numbers 1, 2, 3, 4, after the attractions in the above list which you believe to be the four most important reasons why people come to live in your particular community.

Direction III. — Be prepared to discuss this question: What were the conditions that led the earliest settlers to select your locality as a place to live in?

War and our dependence on others. During a period of war we are more conscious of our dependence on others than during a period of peace. One reason why all civilized people dread the possibility of war is because they know that war seriously interferes with the exchange of commodities between countries. During the recent World War the countries involved found it necessary to restrict the use of many commodities because it was impossible to import them from distant parts of the globe. Your parents can tell you some interesting stories of the restrictions placed on the use of sugar and other food products by our own government during the war period. The French, German, and English people were forced to place even more severe restrictions on the use of many articles used in the manufacture of food and clothing. We learn quickly how dependent we are on

other countries when war interferes with the regular plans for the exchange of goods with foreign countries.

Our national dependence. We have seen how individuals depend on each other in a civilized community. In the same manner one community is dependent on others for food, for clothing, for materials to provide shelter, for police protection, and for common laws to control diseases, regulate traffic, and perform other services. So also one state is dependent on other states, and one section of our country is dependent on other sections and on other countries. Certain sections of the United States have a surplus of grain, cattle, coal, minerals, or manufactured goods. They must find markets for the surplus in the other sections of the country and in foreign countries. The North must get its cotton, sugar, oranges, and certain other products from warmer climates. Coffee, tea, and spices must be imported from distant countries. The Middle West produces a surplus of grain and meat which are desired by other sections of this country as well as by foreign countries.

We produce a great surplus of gold each year which is desired by other countries. We also produce much refined petroleum which is shipped to China, Japan, Africa, and the far islands of the Pacific. These are just a few illustrations to show how dependent one community is on another, and one country on another.

Testing What You Have Read

At the close of each chapter you will find questions for use in testing your understanding of the material in the chapter. Read them over. If you are able to answer them, you have read the text carefully and thoughtfully and have formed good reading habits. If you are not able to answer them or to do what you are directed to do, read again that

part of the text which bears on the question. Note the key words and organize good answers to each of the questions. Read thoughtfully and know what you are reading while you read. The questions given do not cover all the material, but they are sufficient to give you a chance to check your reading.

1. What is the meaning of *dependence on others?*
2. What are the four *P's* in the definition of a community?
3. Contrast the independence of the pioneer farmer and that of the modern farmer.
4. If you know what a community is, tell which of the following would not be considered a community: *neighborhood, crowd, church, passengers on a boat, family, school, movie audience.*
5. Think whether, to the individual, each of the following is an advantage or a disadvantage of community life:

paved streets in the residence district

electric service

an ordinance forbidding you to park in front of your home on narrow streets

an ordinance restricting the type of house one builds

telephone service at low cost

water service for your lawn during certain hours only

6. What missing word is needed to complete the following statement?

———— is necessary for community success.

7. Choose the correct ending from those below to complete the following statement:

If the community has a worthy purpose to promote, I should

(*a*) sit quietly by and do nothing to hinder its progress.

(*b*) try to work up a project of my own.

(*c*) do all I can to discourage the undertaking of others.

(*d*) take an active part in furthering the accepted project of the community.

Using Your Class Library

Reading. In accordance with one of the plans given on pages 495–6 report in your notebook and be prepared to discuss the material read in one of the following books as assigned by the teacher.[1]

Broome and Adams — *Conduct and Citizenship*
I — 30–33

Dunn — *Community Civics and Rural Life*
II — 1–10
III — 12–21
IV — 24–37

Hill — *Community Life and Civic Problems*
V — 3–14
VI — 15–24
VII — 114–121
VIII — 358–360

Hunter and Whitman — *Civic Science in Home and Community*
IX — 11–19

Judd and Marshall — *Lessons in Community and National Life*
X — Series A, 15–16, 21–23
*XI — " A, 25–34
XII — " A, 34–40
XIII — " B, 17–24
XIV — " B, 25–34
XV — " C, 145–152

[1] The readings throughout this book marked thus * are intended for the more advanced pupils or sections.

LYON — *Making a Living*

XVI — 1–8
XVII — 34–41
XVIII — 41–51

MARSHALL — *Readings in the Story of Human Progress*

XIX — 215–219
XX — 299–308
XXI — 331–339

WOODBURN AND MORAN — *The American Community*

XXII — 1–10
XXIII — 13–24

OTHER PROBLEMS TO BE SOLVED

Problem Four. *Purpose.* — To discover the reasons for the building of communities.

Direction. — Make a list of ten reasons that would make people desire to live in a town or city rather than on a lonely island in mid-ocean. Report your reasons as follows:

1. To enjoy the companionship of neighbors

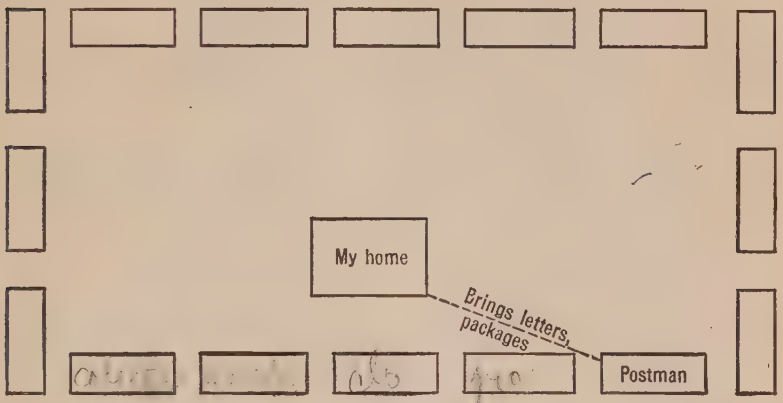
Problem Five. *Purpose.* — To assemble the arguments for or against living in large communities of more than 150,000 population rather than on farms or in villages of less than 500 population.

Direction. — Provide either five arguments in favor of living in the city or five arguments in favor of living in a small locality.

Report as follows:

I favor _____
for the following reasons:
First, because _____

Problem Six. *Purpose.* — To illustrate our dependence on others.



Direction I. — Copy in your notebook and complete the foregoing chart by filling in the names of those merchants, workers, and professional men, such as doctors, lawyers, etc., who have contributed some kind of service to your home. Connect the blocks with a line to the center similar to that used with the block *Postman* and indicate the service.

Direction II. — After filling in all the blocks, make a list of additional contributors to your home.

Direction III. — Check the blocks thus × that represent a service that primitive peoples living in a lonely spot would not demand or would perform for themselves.

Problem Seven. *Purpose.* — To find ways of helping your community.

Explanation. — A community is constantly changing. It is usually improving, but sometimes it is growing worse. There are hundreds of influences at work to change communities. Even young people in schools are influencing their communities.

Direction. — List seven ways of making your town or city a more attractive place to strangers. Report as follows:

1. by praising the good things of the community when conversing with strangers
2. by using the streets, public buildings, and other people's property as thoughtfully as though they were your own

***Problem Eight.** *Purpose.* — To illustrate graphically how the families of a community may be united by different interests.

SIX FAMILIES IN THE CITY OF X.Y.

CHURCH RELATIONSHIPS		
Blacks Blues	Whites Grays	Greens Browns
RECREATIONAL INTERESTS		
Blacks Whites	Grays Blues	Browns Greens
POLITICAL RELATIONSHIPS		
Blacks Grays	Whites Greens	Browns Blues
BUSINESS RELATIONSHIPS		
Blacks Browns	Whites Grays	Greens Blues

Explanation. — The families of Blacks, Blues, Greens, Grays, Whites, and Browns live in the same city. Their

Note: The problems marked thus * are intended for the more advanced pupils or sections.

relationships in different interests of the city are shown in this diagram. The chart should be read thus: The Blacks and Blues are members of the same church; the Blacks and Whites enjoy the same recreations; the Blacks and the Grays are united in the same political party; and the Blacks and the Browns have common business interests.

Direction I. — Copy this diagram in your notebook or on the blackboard, using colors in place of names.

Direction II. — Make a list of the possible effects if a bitter quarrel arises over business interests between the Blacks and Browns and over business interests between the Greens and Blues.

Direction III. — Redraw the diagram to illustrate one or more of the effects of such a quarrel.

CHAPTER II

SCHOOL CITIZENSHIP

The school as a real community. The school is a real and not a make-believe community. It is just as important that a pupil in school learn to coöperate with his classmates and respect their interests as it is for the pupil's parents to practice coöperation and respect for laws in the town, city, or state. The main tasks of the adult citizen are to assist in organizing his group, to perform his duties as a member of the group, and to act in behalf of the best interests of all. The school citizen has a similar set of tasks. In school organizations you have an opportunity to develop the ability to perform the functions and duties of an adult citizen. In what ways does the school offer an opportunity for you to exercise your judgment on civic matters and to express your opinion on what is right and wrong?

Need for rules and laws. The best opportunities to learn the value of organization come in play and games. Without rules one cannot play any game, because rules prescribe what may and what may not be done in the course of a game. This is apparent when one tries to imagine a game of baseball, football, tennis, or hockey played without rules. All games depend on rules and so do all organizations of adults.

In homes where there is organization the children have more time for themselves than in homes where there is constant quarreling about rights and privileges. Even the rules of the home about the time of meals, hours for sleep, the care of property, and conduct result in greater happiness

for all, provided the rules are reasonable and observed by all. What is true of the home is even more true of a school because there are larger numbers of individuals in the typical school. In the school a lack of respect for rules causes loss of time, makes work for others, and reduces the pleasure and accomplishment of both pupils and teachers.

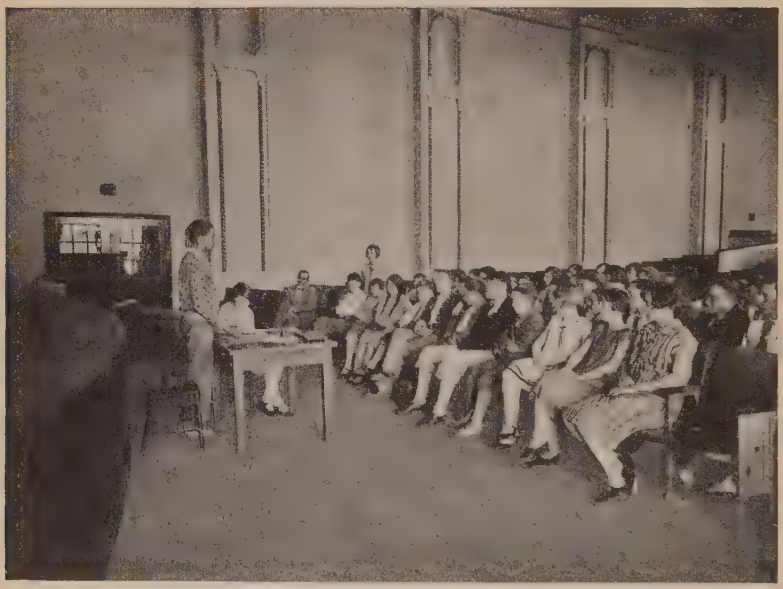
Photo from Wide World

Team work

Do you see any similarity between the work of pupils in a schoolroom and the team work of football players?

Pupil government. There was formerly a common opinion that pupils were not sufficiently mature to assume any responsibility in the management of a class or a school. This opinion is gradually giving way to the newer idea of pupil-teacher coöperation. This idea of coöperation is worked out in many different ways. In some schools the pupils and teachers organize into a league or club where self-government is exercised and certain duties are performed

by the elected officers. Among these duties are the care of certain property of the school, direction of traffic in the streets, the elimination of petty stealing, and the management of plays, athletics, and the school paper.



The meeting of the pupil-council of a junior high school of twenty-four hundred pupils

These representatives, chosen by the pupils in different rooms, together with the principal, make rules and regulations for the entire school. Is that fair to the entire school? Why?

Problem One. *Purpose.* — To make a plan by which your class may coöperate with other classes in promoting the interests of the school.

Situation. — There were 500 pupils enrolled in the *XY* Junior High School. Of these 500 pupils, 200 were in the first year, 150 in the second year, and 150 in the third year. The pupils were assigned to *session* rooms, or *home* rooms,

enrolling fifty in each room. The teacher in charge of each group of fifty was called a home-room teacher and was expected to know many things about the school work, occupational interests, and home life of each pupil.

Direction. — Assume that you are a member of the home room of Miss *A*, and are asked by her to submit plans for coöperation with other home rooms for developing: first, a better standard of scholarship in the school; second, a more courteous attitude toward teachers, associates, and visitors. Suggest a plan whereby the various rooms could coöperate in workin g out one of the above problems.

School citizenship and courtesy. It is not alone, however, through special organizations that pupils may gain training in citizenship. In the classroom there are plenty of opportunities to be industrious, respectful, courteous, and coöperative. Again in your relations with other pupils, both in and out of school, you may learn valuable lessons. As a part of the training for citizenship, it is important to acquire the habit of acting politely and courteously in your relations with others. Some boys and girls undervalue the importance of good manners and thus grow up to be ill-mannered, disagreeable, and boorish. A good illustration of this is given in the following incident:

Jane and Philip were talking of their cousin, Roger, who had just come to their home town to live. They had entertained him several times. He seemed to have no other friends, and the brother and sister were speaking of his loneliness. "I'd like to do what I can for him," said Philip. "He would enjoy meeting my friends, but his manners are so rude that I don't feel that I can take him to their homes." "Yes, I know," Jane answered; "to see him eat you would think him half-civilized; and did you notice how rude he was in the cafeteria? He pushed his way through the lines

without saying *Excuse me*, and I don't believe he knows the meaning of *Thank you* or *Please*. He is just too impolite for any use." "The point is," Philip said seriously, "can we do anything about it? Shall we tell him or shall we let him go his own way?"

How many of you are talked over in the same way? If you are not courteous in your dealings with others, you may be certain that your conduct is ridiculed. It should be remembered that Emerson says: "Life is not so short but there is always time enough for courtesy." A school, like a person, may receive a bad reputation if its pupils are discourteous to guests and to each other, careless about the

Some opportunities for everyday courtesy

A new schoolmate — the visiting team — in a public conveyance.

appearance of the building and the yard, and disorderly in going to and from school. Each pupil should remember that he is partly responsible for the reputation of his school.

The welfare of a school or a community depends on those who have learned to do in the right way the things that ought to be done. A great deal of annoyance in public places is caused by the selfish conduct of a few people. Such people disregard the rights of others because they think only of themselves. Manners are the happy way of doing things. Good manners bring happiness to you and to those around you. You are happy because you are at ease and do not feel self-conscious; others are not embarrassed for

you. Manners mean merely being as thoughtful of others as you would have others be thoughtful of you.

The school citizen and fairness. A good citizen in a school will be fair-minded. It is a common thing to hear pupils declare that they like a teacher because "she is fair." By this they mean that the teacher's likes and dislikes of pupils are not a matter of prejudice. Prejudice is defined in the dictionary as "an opinion adverse to anything without just or sufficient grounds." A pupil who is governed by prejudice finds it difficult to coöperate with any large number of the pupils of the school. Such a pupil is quite certain to dislike other pupils because their parents are poor, or to like them because they are well-dressed. He may even dislike another pupil because of his dislike for that pupil's relative. It is hard for some pupils to be fair-minded. They may try very hard to like a person because of traits of honesty, fairness, sympathy, industry, and other commendable qualities, but their tendency to be prejudiced is strong enough to prevent a fair and just opinion.

Some schools are broken up into factions and quarrels are started because of the difficulty that certain pupils have in judging fairly those who may disagree with them.

Prejudice also injures a neighborhood. It is very difficult to cultivate unity in a place where republicans are prejudiced against democrats, or democrats are prejudiced against republicans, or where those of one religious faith distrust those of a different belief. This does not mean that every person must like every other person or grant the truth of every statement made in the field of religion, politics, or business. It does mean, however, that one must be tolerant and fair-minded in judging his neighbors.

In any community it is possible to find scores of cases where individuals have appealed to prejudice to secure some

end. Many malicious stories are circulated to cause people to trade at one store rather than at another, or to attend one place of amusement rather than another. Some of these stories may appeal to a prejudice against a certain race, against a certain church, or against a certain influential family. It is surprising how much of the gossip of our communities is started to injure the business or social standing of some person or persons.

How to become fair-minded. If there were no cure for prejudice, then people might well be overwhelmed with gloom. But there is a cure, and it is suggested by the words of an inscription that appears at the right of the main entrance to New York City Public Library: "Above All Things Truth Beareth Away Victory." The chief cause of prejudice is ignorance; the cure for ignorance is truth. The young people in school to-day can do more to destroy prejudice than any preceding generation, because there are more libraries, more open forums, better schools, more books and magazines, more museums, more helps of every kind. The spread of the telephone, the telegraph, and the radio, the increased mail service, and the growth of good roads, all help to destroy ignorance and prejudice.

Too many people make their decisions on the basis of unsupported opinions, "hunches," rather than on the real facts. A person who seeks to be fair-minded is quite inclined to ask such questions concerning any gossip or unfavorable report as the following: Where did you hear the report? What reason did the person have for making such a report? What has that person to gain by my accepting the report? Would further inquiry change the report? How competent was the person to make such a report? A fair degree of suspicion of rumors, reports, and gossip is essential if one is to be fair-minded and avoid being blindly led because of

prejudices. One bit of good advice that we ca
when tempted to repeat a story about the mistakes
nesses of another is to ask ourselves the following que
Is it true? Is it kind? Will it help?

One of the essential requirements of a good spirit among pupils is tolerance of the opinions of others. We do not like to have friends claim that our father's business, our parents' home, our social group, or any one of our friends is not deserving of high respect. If we feel that way are we ready to accord kindliness and courtesy to others? "As ye would that men should do to you, do ye also to them likewise" can well be applied in this case. In the discussion of questions and problems in civics there are many opportunities to exhibit our spirit of fairness.

Problem Two. *Purpose.* — To apply the principles of fairness.

Direction. — Study the facts in the following cases and write brief answers in your notebook to each of the questions.

Case One. — Mary Jones was a new pupil in the eighth grade. At the end of the first day, Jane Smith said to her friend, Ruth Brown: "Did you see that new girl in our room? I am certain her parents haven't much money. Did you notice her old dress? It was homemade. She acts as though she were afraid of her shadow. I do not think she knows very much, as she failed on the questions in geography. I do not like her looks. I notice that Lucille Black loaned her some books. I guess Lucille is trying to make a good impression." Her chum replied: "I do not like her and I don't think anyone will like her. She'll soon wish that she hadn't entered our school."

Questions. —

1. What would you guess was the real reason for Jane Smith's dislike of the new pupil?

e Smith fair-minded?

ke a list of the ways in which pupils may help new pupils.

CASE Two. — Harry White's father was arrested on the charge of robbery. He was tried and found *not guilty*. A year later he took his family to a neighboring city. When Harry entered the city high school, some of the pupils remembered that Harry's father had been tried for robbery. Three of these pupils asked to have their seats in the study-hall changed so as to be as far from Harry as possible. Later, when some books disappeared, some of the pupils accused Harry of taking them.

Questions. —

1. Were the three pupils fair in their judgment of Harry?
2. What is likely to be the effect on Harry of the treatment of the three pupils?

The school citizen and good sportsmanship. A good school citizen observes the highest ideals in matters of sportsmanship. It has been well said: "Sportsmanship is that quality of honor that desires always to be courteous, fair, and respectful; and it is interpreted in the conduct of players, spectators, coaches, and school authorities."

A good school citizen should set the right example in the matter of sportsmanship, and should be quick to condemn the unsportsmanlike conduct of others at school games. It is the practice of some schools to have a committee of pupils make a report to the principal or the pupil council concerning the sportsmanship exhibited by adults, high-school pupils, and elementary-school pupils at each of the athletic contests. This is a very commendable practice.

The high schools of one of our Middle Western states have been urged to adopt a code, or definite set of principles, of sportsmanlike conduct. It has been suggested that such a

code be framed by a committee of pupils. As a guide to the preparation of such a code, a committee of principals and coaches in the schools of the state prepared a tentative or trial code, a part of which is as follows:

1. The decisions of the officials in charge of the game *should be accepted without question.* It is an evidence of a fine quality of sportsmanship when pupils and spectators accept the work of officials as final even though the decision is adverse to their team and may seem to them unfair.
2. High-school pupils should refuse to join in any applause for rough play on the part of contestants representing their school.
3. Pupils should join in applause — usually the clapping of hands — for a good exhibition of play on the part of the opposing team.
4. The pupils of the school should insist upon courteous treatment of the visiting team as the team passes through the streets or visits the local buildings. High-school pupils should be especially vigorous in denouncing those individuals who "hoot," "catcall," or "yell" at the members of the visiting teams.
5. High-school pupils should be generous in responding to the call of their cheer leader for yells and cheers for the opposing team. No contest should open until the visiting team has been given a cheer of welcome.

Every school should have a code of sportsmanship, and suggestions are offered in the following problem for the preparation of such a code.

Problem Three. *Purpose.* — To prepare a code of sportsmanship for pupils to observe in all school games and interschool contests.

Direction I. — Add definitions of good sportsmanship to those given below and be prepared to discuss them in class. Weigh also those listed above on this page. The definitions should be copied in your notebook.

1. It is good sportsmanship to congratulate a winner and to praise the skill of a successful player.

2. It is good sportsmanship to join in applause for the fine work of individual players on the opposing team.

Direction II. — Prepare a list of unsportsmanlike acts that school pupils should condemn, such as:

1. Taking unfair advantage of a player in a game of baseball, basketball, or football

Direction III. — A committee of the class should be selected to choose the best definitions of good sportsmanship, previously prepared, and arrange them in a code. Copy this code in your notebook. A poster with the code should be prepared and hung in the classroom. A second committee should be selected to make a list of unsportsmanlike acts and be prepared to suggest ways of improving the acts of members of your school.

School spirit. It is very common to hear high-school students comment on *school spirit.* School spirit is not easy to define, but when we speak of school spirit we use such words as *pep*, *loyalty*, *enthusiasm*, and *success*. The surest way to arouse school spirit is to get all of the pupils enthusiastically and loyally behind the interests and activities of the school. We usually associate athletics with school spirit. It is true that through the support of athletic teams one may exhibit school spirit. It should be remembered, however, that a pupil may show a fine spirit of loyalty to his school by excellent scholarship and commendable conduct and by speaking a good word for the school and its activities. A good school citizen has the right kind of school spirit.

In the high school at Ironwood, Michigan, a trophy known as the *School Spirit Cup* is awarded annually to that class which a committee of the faculty decides has shown the best school spirit. In the Students' Handbook, issued by this school, there are the following directions relative to school spirit:

If you wish to be thought well of in our high school, be loyal to your school by:

doing your work as well as you can,
supporting every varied activity even if you must earn your own money to do so,
doing nothing which can harm your school's reputation,
refusing to spread evil, while checking false, reports.

Be courteous:

Refer to teachers and administrators as *Miss* or *Mr.*
Thank those who do you a favor.
Ask the pardon of those whom you inconvenience or interrupt.
Give precedence to girls and older people.
Hold the door open for others.
Never enter an office or speak to a person who is busy until invited to do so.
Remove your hat or cap on entering the building.

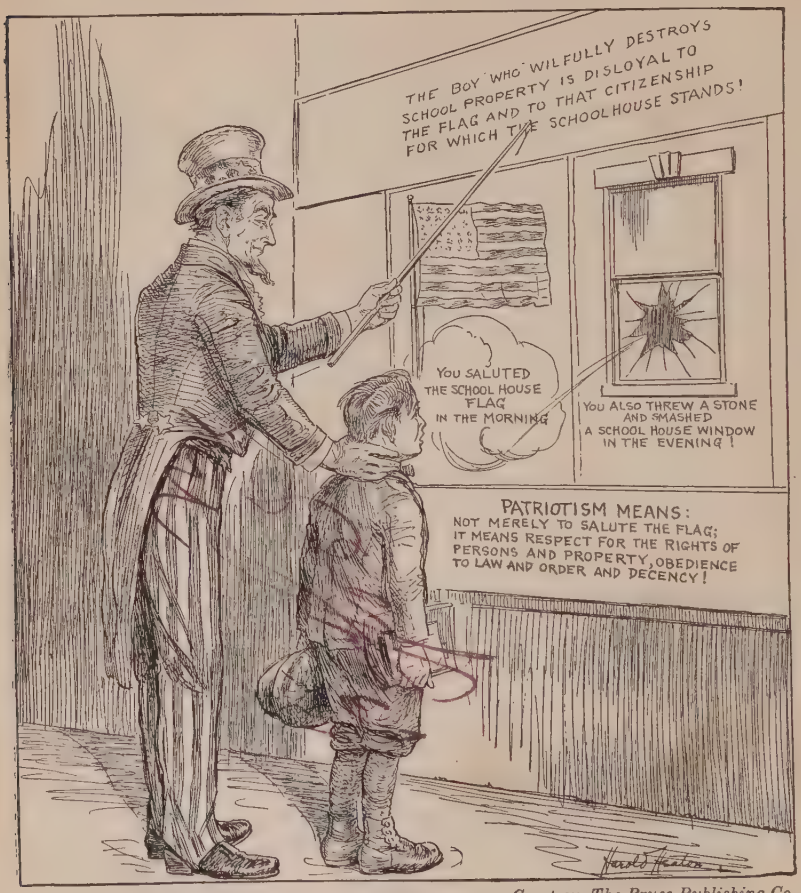
Be considerate:

Make no unnecessary noise, such as shouting, whistling, or walking heavily.
Keep moving instead of blocking passages by stopping to talk.
Do not wrestle or push one another.
Walk and do not run.
Make no unnecessary work for janitors by throwing paper or other discarded material in any place other than paper receptacles.
Do not mark on walls or mar any part of the building or equipment.
Remember that this school is loaned to us by the citizens of Ironwood community and we owe it to coming students to hand it on to them as fine as we found it.

Be respectful:

The Golden Rule is a good guide — others will act toward and think of you as you act toward them.
It is recommended that each pupil review his own school conduct by comparing it with the suggestions offered in the above list of good practices.

Citizenship and habits. School spirit is not alone a matter of sentiment and ideals. It is largely a matter of habit


THE BOY WHO WILFULLY DESTROYS SCHOOL PROPERTY IS DISLOYAL TO THE FLAG AND TO THAT CITIZENSHIP FOR WHICH THE SCHOOLHOUSE STANDS!
YOU SALUTED THE SCHOOL HOUSE FLAG IN THE MORNING
YOU ALSO THREW A STONE AND SMASHED A SCHOOL HOUSE WINDOW IN THE EVENING!
PATRIOTISM MEANS: NOT MERELY TO SALUTE THE FLAG; IT MEANS RESPECT FOR THE RIGHTS OF PERSONS AND PROPERTY, OBEDIENCE TO LAW AND ORDER AND DECENCY!

Courtesy, The Bruce Publishing Co.

A cartoon from school life

What title would you suggest for this cartoon? What would you add to the definition of patriotism given in the cartoon?

and conduct. One of the best evidences of the right kind of school spirit is revealed in the habit of personal responsibility

in helping to keep the school building and its equipment neat and orderly. In some schools there is a peculiar form of vanity which causes certain students to scribble or carve their names or initials on school property. There is also a certain vicious form of carelessness that leads certain pupils to mark their desks, throw waste paper on the floor, and scatter rubbish on the playgrounds. Is it too much to ask that each pupil make it a point of honor to keep the classrooms neat as well as clean, the school grounds free from rubbish, and to avoid any misuse of school property? Every good school citizen should take the same personal pride in his school that he would in his own home.

Problem Four. *Purpose.* — To define good citizenship in your school community.

Direction I. — The following definitions of school citizenship are samples of those usually given by pupils. Copy them in your notebook and then follow Directions II and III.

1. A good school citizen prepares his lessons and respects the authority of the teacher.
2. A good school citizen is never late, never absent, except when necessary, and is quiet in the classroom.
3. A good school citizen is one who supports the football team, pays his class dues, and gets good marks.
4. A good school citizen is one who obeys all the rules of the school.
5. A good school citizen is one who is honest in school work and willing to do his share to help everybody in the school.

Direction II. — Analyze the foregoing definitions of a good school citizen and state the virtues in the following way:

1. Honesty is emphasized in No. 5.
2. Industry is emphasized in No. 1 and No. 5.

Direction III. — Make a definition of your own that you believe is better and more complete than any one of the definitions under Direction I.

The need for school citizenship. The one great object of the school system of any country is to prepare all the people while they are young to be loyal, obedient, respectful, intelligent, and industrious citizens. Such training is not given in a month or even a year. It is the result of years of training in right habits of action and high ideals of conduct. The need for such training is emphasized by all public-spirited leaders. Every individual citizen of the nation should possess the qualities of fairness, tolerance, trustworthiness, kindliness, reverence, and industry. The instruction of the individual in these virtues is the most important work of the home, church, and school. This instruction is not gained as much through *information* about these qualities as it is through the *practice* of these virtues in the home, in the school, and in the community.

In many schools the pupils are requested to learn the oath taken by the boys of ancient Athens. This oath, known as the Athenian Oath, is a splendid statement of the obligation that one owes to his school or to his community. It reads:

> We will never bring disgrace to this city by any act of dishonesty or cowardice, nor ever desert our suffering comrades in the ranks.
>
> We will fight for the ideals and sacred things of the city, both singly and together. We will revere and obey the city's laws, and do our best to incite a like respect and reverence in those above us who are prone to annul or set them at naught.
>
> We will strive unceasingly to quicken the public sense of civic duty. Thus in all these ways we will transmit this city not only not less, but greater, better, and more beautiful than it was transmitted to us.

If every pupil in the school would live up to the ideals of good citizenship as set forth in the Athenian code, what problems of school discipline would disappear?

Testing What You Have Read

1. Where can you be a real citizen? Need you wait until you are a voter?
2. What three plans are mentioned for getting training in the qualities of good citizenship? Of these, which one affords the best opportunity for practice in citizenship?
3. Show how prejudice prevents a person from being fair-minded.
4. What five questions will the fair-minded person ask before accepting any report?
5. Make three comparisons between the opportunities the school affords you to be a good citizen and the opportunities furnished by the community to your parents.
6. Organization is brought about by rules or laws. Show how this works out in: (*a*) plays and games; (*b*) clubs; (*c*) home; (*d*) school.
7. Enumerate some of the duties assigned to or assumed by pupils where pupil government has been used in schools.
8. What qualities of citizenship, according to this chapter, does the school have opportunities to develop?
9. What duties are emphasized in the Athenian Oath?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*
I — 49–53
II — 389–391

Lyon — *Making a Living*
III — 22–32
IV — 401–406

PARSONS — *The Land of Fair Play*
V — 3–6,
VI — 8–12,
VII — 13–15

WOODBURN AND MORAN — *The American Community*
VIII — 44–51

OTHER PROBLEMS TO BE SOLVED

Problem Five. *Purpose.* — To list the characteristics which the officers of your school organizations should possess.

Direction I. — Add seven or more characteristics in your notebook which the officers should possess, such as:

1. Consideration of the rights and desires of all pupils of the school
2. Conduct of the meetings and business of the school organization in an able and orderly manner
3. Honesty in dealing with their fellow workers

Direction II. — A committee of the class should be appointed to select the best list of characteristics from the entire class and write it on the board or on a poster. Pupils should copy this best list in their notebooks.

***Problem Six.** *Purpose.* — To draw up a constitution which would be appropriate for a school organization. One purpose of this organization should be to give its members training in parliamentary law.

Direction I. — Draw up a series of simple rules or regulations or, we may say, a constitution for a school or class organization. In this problem three to five pupils may work together in writing the constitution, which will be submitted to the entire group. You may know that this is just the manner in which our national Constitution was written. The national Constitution (p. 505) and the one of the state

of which you are a member should be consulted while preparing it. Paste or attach a copy of your constitution to a sheet in your notebook.

Direction II. — List in your notebook ways in which, under this constitution, pupils may take part in the management of school activities. Be prepared to discuss them.

Problem Seven. *Purpose.* — To understand the importance of carrying out the will or desires of the majority and of considering the rights of the minority in school activities.

Typical Situation. — The 8B class elected class officers. Beatrice Williams got three more votes for the class president than did Jim Fox. Beatrice called a meeting of the class to discuss the advisability of having a party. Jim and several of his friends did not attend the meeting. The class, by a vote of thirty-two to twelve, decided to have a Halloween party. Jim and his friends did not attend the party. All felt that the occasion would have been a greater success if all the members of the class had attended and enjoyed the evening. What is your opinion of Jim's attitude?

Direction. — Is it right that those who vote *against* a thing should be governed by the majority? Write the reasons for your answer in your notebook and be prepared to discuss them in class.

***Problem Eight.** *Purpose.* — To understand that training in good manners is a part of your training in school citizenship.

Direction I. — Consult a book on manners and conduct, or draw on your own knowledge, and write brief answers in your notebook to the questions given below:

1. What is an *introduction?*
2. Why does polite society demand proper introductions?
3. Why is it improper to say, *Mr. Wilson, shake hands with Mr. Smith?*

4. Should a girl be led up to a young man for an introduction? Why?
5. What response should be made to an introduction?
6. Should a man rise when being introduced? If so, when?
7. When should a woman rise?
8. Why should one avoid loud laughter, loud conversation, and boisterousness in general?
9. How may we be courteous when meeting people in corridors?

Direction II. — Write three questions concerning manners and conduct and hand them to the teachers for discussion at a later meeting of the class.

Direction III. — Act out an example of poor manners and follow it by an example of the usual or accepted way of doing the same thing.

CHAPTER III

CITIZENSHIP IN THE UNITED STATES

The meaning of *citizen*. We speak of a person as being a citizen of England, a citizen of France, a citizen of Mexico, or a citizen of the United States. When we speak of a citizen in this way, we always mean that the individual is a member of some national group. A *citizen* of any nation is one who owes allegiance to its government and is entitled to its protection.

In the pledge to the flag our duty as a citizen is defined. In this pledge we swear allegiance to our country. The duties of allegiance require that the citizen be willing to defend his country in time of war and seek to promote its interests at all times. In turn, our government is obligated to defend the life, liberty, and property of a citizen at home and abroad.

The people of the United States may be classified in three groups as follows: (1) native-born citizens; (2) naturalized citizens; and (3) aliens. The first two of these — the native-born citizens and the naturalized citizens — are entitled to all the rights and privileges as well as the obligations of citizenship. An alien is a foreign-born resident of a country in which he is not a citizen. This means that he owes his loyalty to some other country. An alien, however, has limited rights in the country of his residence, as will be explained in a later paragraph.

The Constitution and citizenship. Our national Constitution, in Article I, Section 8, 4th clause, gives Congress

the power to establish a uniform law of naturalization. The Fourteenth Amendment defines more clearly the citizenship rights of persons born or naturalized in the United States. Citizenship, as referred to in the Constitution, considers the individual as a member of the nation. Any person naturalized under the laws of the United States is a citizen. It is true that a child may be born in the United States and not be a citizen. This is true of children of ambassadors, foreign ministers, consuls, representatives of foreign countries, and others who are living temporarily in the United States. Children born in foreign countries of American parents are considered natural-born American citizens unless they declare the country in which they are born to be their home.

Photo by Brown Bros.

Nathan Hale

A statue in City Hall Park, City of New York. Why is Hale honored as one of America's noblest patriots?

Problem One. *Purpose.* — To get from the national and state constitutions a summary of qualifications for citizenship.

Direction I. — Copy in your notebook the portion of the Constitution of the United States which defines citizenship; also copy what your state constitution says concerning citizenship.

Direction II. — Make a list of the differences between the provisions of your state constitution relative to citizenship in the state and those of the national Constitution.

Rights and duties of citizens. Every citizen of the United States has certain general and specific rights. These rights have been obtained in many ways. Many of the basic rights were obtained as a result of the Revolutionary War. The Declaration of Independence was a summary of the rights which the American Colonies believed they should have. In this memorable document we find an inspiring definition of the general rights of a citizen in a democracy:

> We hold these truths to be self-evident, that all men are created equal; that they are endowed by their Creator with certain unalienable rights; that among these are life, liberty, and the pursuit of happiness. That, to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed. . . .

It is the duty of every citizen to obey the laws and to assist in their enforcement. It is his duty to know the laws that affect him and his business or profession.

Every citizen should know the important events in the history of his country and always be ready to uphold its traditions. It is also the duty of every American citizen to serve his community by participating in and giving support to its civic and welfare organizations. The greatest duty of a citizen is, of course, to prepare to earn a living for

himself and for those who are dependent upon him for support. These various duties will be discussed at greater length in the later chapters of this book.

Rights of aliens. In every community of any size there are many aliens. In the United States an alien has almost all the civil rights that a citizen has. He has the same rights in court. He may travel from state to state and receive the same police protection as does a citizen of the United States. All aliens are denied certain political rights. They are not permitted to vote or to hold office. With a few exceptions a naturalized citizen has the same civic and political rights as does a native-born citizen. The important political exception is found in the Constitution. A person, to become president or vice-president of the United States, must be a native-born citizen of the United States.

Naturalization. Individuals of foreign birth living in the United States may become citizens through the legal process of naturalization. To become a citizen an alien must take five steps: *first*, he must file with a court a declaration of intention; *second*, he must provide the judge with a certificate of the time and place of arrival; *third*, he must submit to a judge a petition for naturalization; *fourth*, he must take an examination before a judge and prove his ability to read and write the English language; and *fifth*, he must take an oath of allegiance to the United States. The fourth step is not required in all the federal courts. It is, however, an important requirement.

The naturalization law further provides that an alien must have certain qualifications before he may take the above steps. He must be at least eighteen years of age at the time he declares his intention of becoming a citizen of the United States; he must have lived in the United States continuously for a period of five years at the time he petitions the judge

to declare him a citizen (step 3 above); he must have been a resident of the state in which he makes his application for citizenship for at least a year previous to the time he petitions the judge to declare him a citizen.

If an alien has resided in the United States for a period of three or more years, he may then file his declaration of intention, as the first step toward citizenship, and two years later he may petition the judge to declare him a citizen. At the time the alien files his second papers, or petition for citizenship, he must supply the court with sworn statements of two witnesses who are citizens of the United States. The witnesses must swear that they know the petitioner to have been a resident of the United States for a period of five years. They must also state that they know him to have lived in the state in which he is then residing continuously for at least one year. The witnesses must also state that they know the petitioner to be a person of good moral character. In some courts the alien, or petitioner, as he is called, must prove his ability to read and write and to show evidence of knowing some of the important events in the history of the United States.

After ninety days the judge gives him a hearing or examination. If the judge is satisfied after the examination that the petitioner will make a good citizen, he so declares and requires the petitioner to take the Oath of Allegiance. This oath is as follows:

"I hereby declare on oath, that I absolutely and entirely renounce and abjure all allegiance and fidelity to any foreign prince, potentate, state, or sovereignty, and particularly to (name of sovereign of country), of whom I have heretofore been a subject; and that I will support and defend the Constitution and laws of the United States of America against all enemies, foreign and domestic, and I will bear true faith and allegiance to the same."

The judge then gives the petitioner a naturalization certificate. This certificate the citizen uses as evidence to prove that he is a citizen of the United States.

In the process of naturalization an exception is made in the case of men of foreign birth who have served in our Army or Navy, and who have been honorably discharged from service. Such foreigners may be naturalized without

Photos from Underwood and Underwood and Brown Bros.

Charles P. Steinmetz, Jacob A. Riis, and Edward Bok

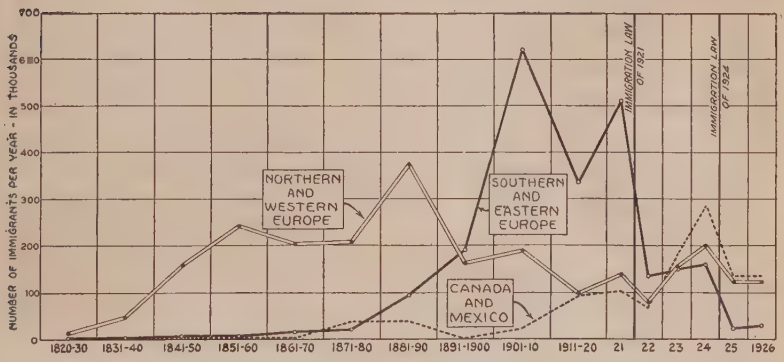
The first was a scientist and inventor, born in Germany; the second, a social worker and author, born in Denmark; and the third, an editor and author, born in Holland.

proving that they have resided in the United States continuously for five years. They must, however, take the other regular steps required for naturalization.

On September 22, 1922, a new law was passed in regard to the naturalization of married women. According to the old law, a foreign-born woman who married an American citizen immediately became a citizen of the United States. The wife of a foreigner could become a citizen only if her husband became naturalized. According to the new law,

a foreign-born woman does not become an American citizen even though her husband becomes naturalized. She does not acquire citizenship by marrying an American citizen. She, also, must become naturalized. But in such a case no declaration of intention is required, and a petition may be filed after the married woman has lived continuously for one year in the United States, Hawaii, Alaska, or Porto Rico.

Immigration as a source of our citizenship. A considerable percentage of the present citizens of the United States



Courtesy New York Times

Sources of immigration from 1820 to 1926

Where have our immigrants been coming from? At what time has each group furnished the greatest number of immigrants? Why?

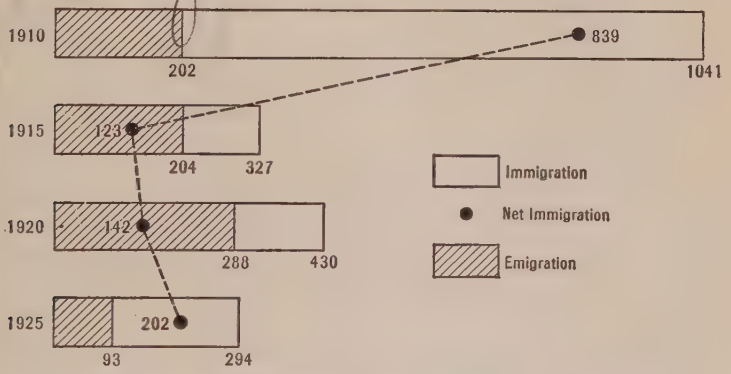
have been naturalized. This means that they were immigrants who came to the United States to make their future homes. Until 1890 most of our immigrants came to the United States from the northern countries of Europe. About ninety-five per cent of the immigrants came from Denmark, Norway, Sweden, Germany, Poland, Ireland, and Great Britain. The population in the United States was made up of immigrants or the descendants of immigrants. The laws, customs, and institutions of the countries from

which the later immigrants came were so much like those of the early Americans that the newcomers easily became a part of and fitted into the population of the country. Little effort was put forth to regulate the number or nationality of aliens coming to America. A very large percentage of the aliens coming previous to 1890 became naturalized citizens. Many of these groups settled on the farms in the Middle West and West.

Following the period of 1890, there was a change in the type of people who came to the United States. The industrial development in this country, the building of railroads, and the rapid growth of cities brought a heavy demand for labor. The conditions of city life and the demand for labor in factories attracted immigrants from southern Europe. Crowded conditions in the countries of southern Europe were also a factor in the movement of people out of those countries. The great increase in immigration from the laboring classes, accustomed to lower wages and to fewer comforts and luxuries of life, tended to lower the standard of living of the American laborer. Such conditions led to an effort to restrict the number and kind of aliens coming to the United States.

Restriction of immigration. The Constitution of the United States provides that the problem of immigration and its control belongs to the national government. Between 1880 and 1890 Congress passed several laws to control and restrain the immigration of certain classes. Chinese immigration was restricted. The admission of anarchists, convicts, lunatics, and others of a low mentality who might become a public burden was forbidden. In 1917 Congress passed a law excluding in general aliens over sixteen years of age who were unable to read the English language or their own language. Four years later Congress passed a law

limiting the number of aliens from any one country to three per cent of the number of residents in the United States from that country as given in the census of 1910. In 1924 Congress passed a law further limiting the number to two per cent of the number of persons born in each foreign country who were residents of the United States as shown by the census of 1890. This quota is to be kept in force until July 1, 1928.



Immigration, emigration, and net immigration in thousands

Problem Two. *Purpose.* — To find out from what countries of Europe immigrants are now coming to America.

Direction I. — List in order of their number the five countries of Europe from which the United States received the greatest number of immigrants during the past year or during a five-year period, as the teacher may direct. These facts will be found in the World Almanac or some other like book of statistics. Prepare your report as follows:

	Country	*Number of Immigrants*
1.	_____	_____

Direction II. — Give other interesting facts that you find in some magazine, book, or in conversation with an alien concerning immigration or the naturalization of aliens.

Why should an alien become a citizen? The United States is very generous in granting rights and privileges to aliens residing in this country. If an alien, however, plans to make this country his home, it would seem only fair that he take out citizenship papers. In this way he assumes

A night class in citizenship

Night schools provide opportunities for aliens to learn the English language and acquire a knowledge of American institutions and customs.

the full obligations of the native-born citizen and places himself in a position to make a full return to our country for the many benefits accorded him.

When he becomes a citizen, he has a right to vote and to serve in certain public positions from which an alien is barred. He also assumes the obligation to defend our country in the event of war. Should he travel abroad, our country would

defend his life, liberty, and property from any unjustified violation by a foreign government or its citizens.

In many localities schools and other public agencies are seeking to impress upon aliens the importance of assuming the full obligations of American citizens.

What makes a good citizen? A good citizen is loyal to his country and performs efficiently and well his various duties. He takes an active part in the affairs of his community. He coöperates with its other members in making it a desirable place in which to live. He seeks to inform himself concerning its affairs and is willing to give freely of his time and money to advance its interests. In preparing for his duties, the good citizen seeks to become well informed concerning the affairs of his local community, the state, and the nation.

A knowledge of one another's problems and business is essential to good government and the welfare of society as well as to intelligent business coöperation. A democratic form of government will be successful only in so far as citizens are well informed and able to vote wisely for the good of all. The well-informed citizen or business man sees the interdependence of each worker in the community. He also sees the interdependence of the local community in which he lives and other communities in the same state and in other states in the United States. Finally, he has a broad vision of the interdependence of all peoples all over the earth. The well-informed citizen or business man is also acquainted with the natural resources of his own community and country and has an intelligent understanding of how they should be used. To be well informed is of the greatest value to every citizen.

Problem Three. *Purpose.* — To list and define the most important duties of a good citizen.

Direction I. — List ten duties of a good citizen in your community and be prepared to discuss them in class. Report as follows:

1. To pay the taxes assessed by the government

Direction II. — After you have made your list, place a plus sign before any of the items which represent a duty for which schooling gives preparation.

Direction III. — Copy the following and complete the sentence to make a definition of a good citizen in your notebook.

"A good citizen is one who ————————

The home and citizenship. Of the many groups of which we are members the home is the one that is nearest to us — where, therefore, we first practice and test our citizenship. It is the center of all that is finest in the life of our people. It is in the home that children learn their first lessons in obedience, respect for the rights of others, coöperation, friendliness, reliability, and sympathy. It is in the home that children get their first instruction in American traditions, customs, manners, and ideals. If, as a child, you developed habits of obedience, respect for the rights of others, and the other social and civic virtues, you will find it easy to meet the requirements of good citizenship.

Anything that undermines the home life of a nation is a menace to the welfare of the whole country. This is the reason that we are so much concerned about problems of child labor, good housing, health protection, and proper wages, as well as the business conditions which tend to take mothers into industry and away from the home. For the same reason we are much concerned about the living conditions of families, the proper education of the children, and other matters influencing home life. The church, the school, the shop, the military strength of a nation all depend upon the quality and character of the home.

There was a time when the home was more of a center for the activities of all its members than it now is. In pioneer days children found most of their opportunities for work and play in and around the home. The home of to-day, especially in the city, is not the center for as much of the life of children as was the pioneer home. City children now commonly spend but little time in play or work in their own homes.

The home is considered so important that many states have passed laws to provide for widows' pensions. Under such laws a sum of money is paid widowed mothers so that "their" children may be kept together at home. The state legislatures have learned that a united and well-kept home is the best insurance against crime, poverty, and dependency in the future. In other chapters you will study how the city, the state, and the nation have protected the home by safeguarding the work, the health, and the morals of the community. When family life is congenial it is the finest of all associations. The greatest satisfaction comes to all when every member of the family contributes to the life of the home.

Problem Four. *Purpose.* — To discover the value of the home in learning to be a good citizen.

A judge of the children's court of a large city in an address that was broadcast in July, 1926, declared:

> The appalling number of delinquent and unruly children who pass through the children's courts of New York is stimulated by indifference on the part of parents, lack of proper religious influence, badly managed homes, and family wrangles.
>
> The home is the primary source of power and authority. It is the all-essential foundation of government. Good homes, with good parents and good children, make a good state and a good nation. The source of power which supports the state is not the

school or church, but the home. If this is bad, both school and church must fail.

I have reason to know that the great majority of parents do fulfill their duties, and that many make the greatest possible sacrifices for them; but, on the other hand, there are many indications that the functions of parenthood are breaking down. In many cases this is due to overindulgence of the child, for by this method it is more completely spoiled than by any other.

Giving it too much money to spend, pampering it so that its life is one inordinate desire — craving always the things it has not and discontented with that which it has — and allowing it to live riotously or abnormally, to become in time so spoiled as to have practically outlived its usefulness.

The child is entitled to have a clean, decent home and to live in an atmosphere of love and sympathy, with careful and serious paternal supervision.

Direction I. — Make a list in your notebook of all of the requirements of a good home that you find in the foregoing address. Report as follows:

1. A good home is one that is kept clean.

Direction II. — What other requirements of a good home has this judge omitted?

Direction III. — Prepare one of the following assignments:

Assignment One. — Select one of the requirements for a good home and write a short paragraph on the topic. "How may boys and girls help their parents to satisfy this requirement?"

Assignment Two. — Make a list of the ways in which the school helps pupils to aid parents in their efforts to have a good home.

Assignment Three. — Make a list of the ways in which the good home helps the school to do its work.

What an American citizen should believe. The belief of the loyal citizen of the United States has been well expressed by William Tyler Page in a statement entitled "The American's Creed" which follows:

I believe in the United States of America as a government of the people, by the people, for the people; whose just powers are derived from the consent of the governed; a democracy in a republic; a sovereign Nation of many sovereign States; a perfect union, one and inseparable; established upon those principles of freedom, equality, justice, and humanity for which American patriots sacrificed their lives and fortunes.

I therefore believe it is my duty to my country to love it; to support its Constitution; to obey its laws; to respect its flag; and to defend it against all enemies.

The pledge to our flag. Every citizen should know how and when to salute the American flag and be able to give the pledge. This pledge was originally composed by Henry L. Dawes. The first form of the pledge was modified, and it is now given in the following way:

I pledge allegiance to the flag of the United States of America and to the republic for which its stands; one nation, indivisible, with liberty and justice for all.

It is now a very common practice in our schools to train pupils in the lower grades to give the salute to the flag. This is just one of the many things done by the schools in training pupils to appreciate their duties and responsibilities as citizens.

Testing What You Have Read

1. Put the correct definition with each of these terms:

Native-born citizens are . . . . . those persons naturalized under the laws of the country

Naturalized citizens are . . . . . foreign-born residents of countries of which they are not citizens

Aliens are . . . . . those persons born in the country in which their parents are citizens.

2. (*a*) Which persons named in question 1 have all rights and privileges of citizenship? native-born

(*b*) Which persons have practically all rights in our country except the possibility of becoming its president or vice-president? naturalized

(*c*) Which persons have most of the civil rights but few political rights? aliens

3. Are all people born in the United States citizens of the United States?

4. Give the five steps a person must take to become a naturalized citizen of the United States.

5. What qualifications must an alien have before taking the above five steps to receive citizenship? Write these sentences in your notebook, filling the blanks properly:

(*a*) He must be 18 years of age.

(*b*) He must have lived in the United States continuously for 5 years at the time he petitions the judge to declare him a citizen. What is the exception?

(*c*) He must have been a resident of the state in which he makes his application for citizenship for at least 1 years previous to the time he petitions the judge to make him a citizen.

(*d*) He must have a moral character.

(*e*) He must be able to read and write.

(*f*) He must know some of the important events in the history of the U. S.

6. How may an alien married woman be naturalized?

7. List the causes for the type of immigration that came from southern Europe after 1890.

8. What are three ways in which immigration has been restricted?

9. Does citizenship impose any duties on the individual? If so, what?

10. Repeat the American's Creed.

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*

I — 1–9
II — 11–20
III — 34–44

Dunn — *Community Civics and Rural Life*

IV — 53–57
V — 120–121

Hill — *Community Life and Civic Problems*

VI — 145–158
VII — 159–170

Judd and Marshall — *Lessons in Community and National Life*

VIII — Series A, 161–168
IX — Series C, 249–256

Marshall — *Readings in the Story of Human Progress*

X — 449–454
XI — 454–460

Ross — *Civic Sociology*

*XII — 102–110
*XIII — 289–297

PARSONS — *Land of Fair Play*

XIV — 16–23
XV — 136–138

WOODBURN AND MORAN — *The American Community*

XVI — 217–231
XVII — 367–374
XVIII — 375–381
XIX — Textbook in civics for your own state. Consult the index on the subject, as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

*** Problem Five.** *Purpose.* — To classify certain activities of some citizens.

Direction I. — Copy in your notebook the following list of activities and add five other possible similar activities to it:

1. Driving a team on a dark night on a main highway without displaying a lantern
2. Refusing to pay one's grocery bill
3. Paying the dentist for treating an aching tooth
4. Playing a saxophone at 11 P.M. and awakening the neighbors
5. Parking one's car on a dark street with the lights turned off
6. Refusing to use one's automobile to help the police catch a bank robber
7. Giving fifty dollars to aid a home for dependent children
8. Reporting to the police the fact that one's neighbor has thrown nails and broken glass into the street

9. Going fishing on election day at 5 A.M. and returning at 10 P.M.
10. Refusing to allow boys to pass through one's yard to reach a playground

Direction II. — Check with a plus sign the activities that you believe all good citizens would perform.

Direction III. — Check with a minus sign the desirable or helpful activities that you believe some good citizens might not be willing to perform.

Direction IV. — Check with a zero the activities that suggest a poor quality of citizen.

Problem Six. *Purpose.* — To discover the kind of news dealing with matters of citizenship that appears in the issues of a daily paper.

Direction I. — Examine two consecutive issues of a daily paper and report in your notebook the number of headlines devoted to the following subjects:

Kind of News	*Number of Headlines*
1. State and national crime	
2. Local crime, arrests, and court trials	
3. Divorce and other family troubles	
4. Amusements — lectures, dramatics, music	
5. Recreation — sports, games, holidays	
6. Society affairs	
7. Public improvements	
8. Health	
9. Education and lectures	
10. Science and art	
11. Political news	
12. News from foreign countries	

Direction II. — If you were to judge from the study which you have just made, what kind of news appeared to be of the greatest interest to the average citizen?

Direction III. — Suggest three things that might be done to improve the newspaper which you read.

Direction IV. — What news should a good citizen read?

* **Problem Seven.** *Purpose.* — To consider the bearing of courses in civics on training for citizenship.

Explanation. — One's interest in any task is increased when the value of the work is clearly recognized. It is therefore a good plan to review occasionally the reasons for the tasks that are assigned in school.

Direction I. — Make a list of eight or more reasons for the study of civics. Some of these may be found in the prefaces of the textbooks or in the class library. Report your reasons according to the following form:

1. A course in civics gives me a better understanding of the necessity for law-abiding habits.

Direction II. — Of all of the reasons that you have listed, underscore the two which you believe are the most important. Be prepared to justify your preference.

CHAPTER IV

LAWS AND LAW OBSERVANCE

Why laws are made. Every civilized community has formal rules or laws which have been adopted for the welfare of the whole group. A *law* is a rule of conduct authorized or adopted by a government. Laws are the result of the experience of the community. Many laws, therefore, are very old and some of them have remained unchanged for centuries. "Thou shalt not kill," "Thou shalt not bear false witness," and "Thou shalt not steal" are among our oldest laws. Yet as experience changes, the laws are changed. Many of our laws have been passed in recent years. As people live together year after year they make new laws or revise old ones to meet new conditions and problems. How has the automobile created the necessity for new laws?

Sometimes the laws of a government are very exacting, as when heavy taxes are levied or when service is required in the army. Sometimes the laws are related to minor affairs, as in local regulations requiring the removal of rubbish from the alleys or of snow from the sidewalks. People should understand that laws are passed for the purpose of improving a community and protecting the interests of its individual members. As the success of the school depends on the willing coöperation of all pupils in the observance of the rules, so the success of a village, city, state, or nation depends on the hearty and willing coöperation of all citizens in the observance of laws. The making of laws will be presented in later chapters. It is sufficient to suggest at this time that

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What is the sentiment expressed in this picture of Washington and his associates?

laws in America are made chiefly by the representatives that the voters select.

The purpose of law enforcement. It is necessary to enforce the laws we have in order to prevent the individual citizen from endangering the rights of the many. We should all be supporters of law enforcement, for we cannot have fair play in the game of life unless laws are enforced. It is frequently said that many citizens of America have little respect for law. This is unfortunately true, and the rights of all of us are thus threatened.

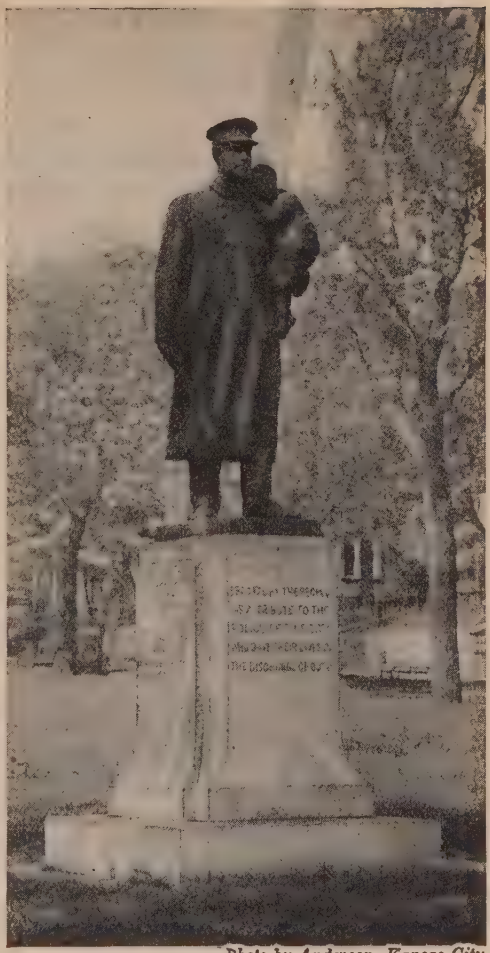


Photo by Anderson, Kansas City

A city's tribute to its policemen

This statue was erected by Kansas City, Missouri, "as a tribute to the police of this city who gave their lives in the discharge of duty."

In every community there are people who refuse to obey those laws that they do not approve. Some of these people are merely thoughtless or careless, some ignorant,

some selfish, and a few are actually criminal. The thoughtless or the selfish citizen forgets that he is but one of the community. Such people would like to act as they please regardless of the rights or the welfare of others.

For the protection of the great majority of the people from the acts of the lawless, the thoughtless, the careless, the selfish, the ignorant, as well as the criminal, we must have laws, the police, and the courts. A law against theft is not primarily for the purpose of keeping one man from getting something unfairly; it is rather for the purpose of letting many people keep what rightfully belongs to them. A compulsory school attendance law is not intended to limit the freedom of a boy to do as he wishes with his time; it rather aims to give greater liberty to the many people in a community by freeing them from the burden of caring for those in society who have not learned to care for themselves.

Every reasonable law is framed to help the larger social group, or as we say, for the good of the community. It is very important that this purpose of law be recognized by all citizens. A violator of the law is, therefore, never entitled to praise, for he is injuring all of us. If he has unknowingly violated a law, we may feel sorry for him, but we should always remember the old saying: "Ignorance of the law is no excuse."

Problem One. *Purpose.* — To interpret the following news item, taken from *The New York Times*, November 22, 1925:

CHILDREN LOOT HOME OF J. M. WATERBURY, JR.

Eleven children, one a girl, whose ages range from 9 to 15 years, were rounded up by Patrolman Thomas Merry of the East Fifty-first Street Station yesterday afternoon, after they had ransacked the home of James M. Waterbury, Jr., at 150 E. Seventy-fourth Street and removed toys and furnishings worth about $200. The

policeman saw several youngsters walking out of the house, and knowing that the family were away, he questioned them. Eight were taken at the house and the three others were arrested while carrying toys to their homes.

The children obtained entrance by forcing a small window in the basement. Then the smallest squeezed in between the bars, walked upstairs, and opened the front door for the others.

Direction I. — List the reasons, explanations, or possible causes for the acts of these children in breaking into the house.

Direction II. — If these children had taken only toys, what would have been your opinion of the act?

Direction III. — Which one of the following penalties should these children have been given?

1. A fine of ten dollars
2. Removal from home to an industrial school
3. Sentence to a detention home
4. Release on the promise that they would never break into a building again

How would you proceed with these cases, if you were judge?

Extent and punishment of crime in the United States. Crime may be defined as the failure to live up to the requirements of conduct as defined by the community, state, or nation. In contrast with most of the nations of the world, accurate crime statistics for the whole of the United States are not available, although there is an increasing demand for such facts. It is estimated that in the United States approximately one million persons are convicted of lawbreaking each year. Many of these offenses are minor in nature. About one half of these persons arrested are freed after the payment of a fine, but the other half-million lawbreakers enter our jails and other penal institutions each year

and must be supported by taxation. If we add the amounts of money it costs to detect and repress crime and to maintain jails to the value of stolen goods in the United States in one year, we find that it totals about a billion dollars. This is approximately equal to the entire cost of maintaining the public school system of the whole country.

Kinds of offenders. Spitting on the sidewalk is an act of the thoughtless, selfish, or ignorant citizen; it often results in the spread of tuberculosis and other dread diseases. One who does it not only injures others, but he is a bad neighbor and a poor citizen. He is not necessarily lawless at heart, and he may feel very guilty when he learns that he has injured others. Persons who fail to report contagious diseases or who break quarantine not only violate the law, but they also contribute to the spread of diseases which often cause suffering and death.

Photo from Wide World

A silent policeman

The person who violates traffic rules and drives on the wrong side of the road or fails to obey traffic signals may not be a criminal at heart, but his conduct is lawless. Persons who destroy property by breaking windows, tearing down signs, or throwing bottles into the streets are not only violating laws, but are the cause of great waste and many troubles. Others, as for example automobile thieves and those who hold up stores and banks, have no respect for law and are willing to break it in order to satisfy their

evil desires. They always seek to escape and they hope that they will not be caught and punished.

The punishment of crime. An individual who commits a crime has injured his community or his state and must be punished. Any person breaking a law is subject to arrest

Photo by Brown Bros.

A state policeman in action

The state police officers control highways, protect life and property, and assist local officers in law enforcement. Does your state have a state police force?

and punishment by the government. Penalties are included in very many laws passed by our legislative bodies. If a person murders another, he may be put to death or imprisoned for life. If a person breaks the health rules, he may be fined or sent to jail. If a boy steals or destroys property, he may be sent to the juvenile detention home or placed under the care of a *probation*, or overseeing, officer.

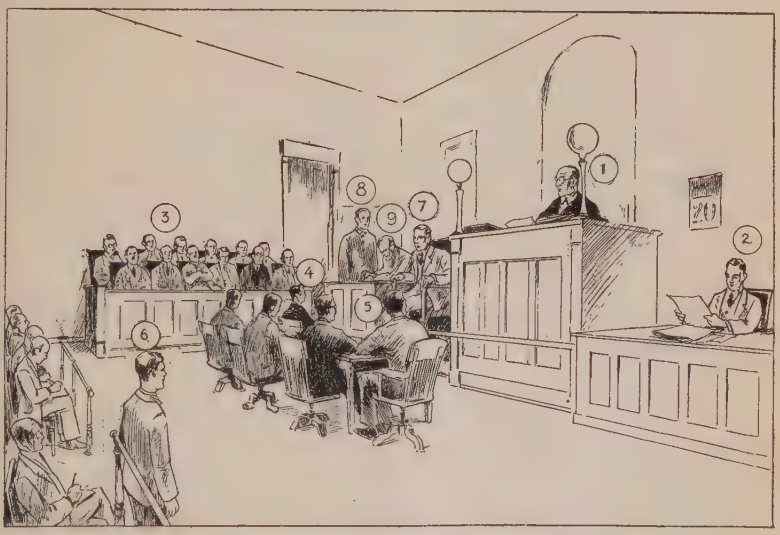
When an officer finds a person in the act of committing a crime, he must seize and detain him. Even a citizen who is not an officer of the law may detain an offender in extreme cases, but we usually depend on the officers to make the arrests. For the more serious crimes, warrants or permits are granted by a court when arrests are requested. A *warrant of arrest* is a signed statement issued by the judge or officer of the court, after evidence has been given and sworn to, that a certain named individual has committed a specified crime and is to be apprehended.

Rights of accused. The constitutions, both state and federal, guarantee to the individual accused of crime certain rights and privileges. A citizen who is charged with a serious crime, the penalty for which is imprisonment or worse, is entitled to a fair and speedy trial before a jury of his fellow citizens. By a speedy trial is meant that the prisoner should not be kept in jail for any great length of time before he is tried before a court.

The jury system is a most important part of our plan of justice. A jury is generally composed of twelve individuals (in minor cases sometimes six). The jury hears the evidence for and against the accused and is instructed as to the law by the presiding judge. On the evidence the jury makes its decision and reports its findings to the judge. In order to acquit or convict a person, the jury must render a unanimous decision. If no agreement is reached, another trial is given the accused unless the case is ordered dropped by the judge.

Under America's plan of justice an individual charged with a crime may not be harshly treated. The accused is entitled to the services of a lawyer, and the court must see that he has a lawyer to defend him. Except in cases where a most serious crime has been committed, a man charged

with a crime is not detained in jail between the time of his arrest and the time set for his trial if he furnishes the court with a bond. This means that he gives the court proof that he or some of his friends will pay to the court the amount of money specified in the bond in case he does not appear for trial at the time set. The amount of the bond varies from



A typical court room

(1) Judge, (2) clerk of the court, (3) jury, (4) a man on trial, (5) counsel for both defense and prosecution at the table, (6) court deputy, (7) witness, (8) deputy sheriff, (9) court stenographer.

fifty dollars to a hundred thousand dollars, depending upon the seriousness of the crime committed. If the judge accepts the bond, he *admits* the accused *to bail.*

A man accused of a crime is considered innocent until found guilty by the court. In criminal cases the lawyer who takes charge of the case for the state is usually a public official, such as the district attorney. The cost of trying a

criminal case is borne by the public. If a person is convicted of a crime, society has the additional expense of punishing the offender. It is apparent, therefore, that the prosecution and punishment of crime is a constant source of expense to the taxpayers. It is true that sometimes fines are assessed against those convicted of crime, but these fines are usually a very small part of the total expense of crime to the state.

Problem Two. *Purpose.* — To find the constitutional rights of a person accused of a crime.

Direction I. — Prepare a brief statement giving the rights guaranteed to a person accused of crime by the provisions of certain clauses or amendments to the Constitution of the United States. A copy of the Constitution is found in the appendix. Enter in your notebook as follows:

Article V of the Amendments to the Constitution provides that ————————————————

Article VI of the Amendments provides that ————————

Article VII of the Amendments provides that ————————

Article VIII of the Amendments provides that ————————

Direction II. — Make a list of similar rights that are guaranteed by the constitution of your own state.

The modern treatment of wrongdoers. At one time a desire for revenge seemed to be the sole purpose in dealing with criminals. For scores of offenses the penalty was death or a long term in prison. It was believed that society was justified in killing or imprisoning anyone that violated these laws and rules. It was also believed that severe penalties would restrain those who were inclined to commit crimes so that they would not dare to break laws. No great effort was made to find causes for crime. At the present time we try in our punishment of criminals to emphasize the sort of training that will return the offender, if possible, to good

citizenship. First offenders are very frequently set free on probation. Boys and girls found guilty of crimes are either placed on probation or sent to institutions where they are given special surroundings and training, planned to make them good citizens. Even second offenders are frequently given a chance to reform their ways. A sentence which provides a minimum penalty in case of good behavior and a maximum penalty in case of unsatisfactory behavior has been found to have a very good effect on those committed to our prisons.

More important than the fair treatment of criminals is the removal of conditions that produce crime. The improvement of home conditions among the poor, better wages for workmen, mothers' pensions, the opening of playgrounds, and the provision of other places where people can enjoy wholesome amusement and recreation are a few of the practical ways in which we are trying to prevent the development of crime. In spite of all of these efforts there is an alarming amount of crime. Various explanations are offered. Some blame the homes and declare that fathers and mothers are not training their children in habits of obedience, honesty, industry, and other civic virtues. Some declare that the schools are to blame because of their failure to insist upon a more rigid and exacting kind of discipline. Others in turn blame the churches and declare that the churches are not accomplishing what might be expected of them in matters of morals and religion. Some blame the newspapers for printing so much information concerning crime. Others blame the movies for showing pictures in which crime is portrayed. There is much disagreement as to the causes for the increase of crime. In the following problem you are asked to discover what you can about the causes of crime among children.

Problem Three. *Purpose.* — To discover the most serious causes of the lawlessness of juveniles.

Direction I. — Rank from 1 to 15 the following possible causes for a lawless attitude on the part of boys and girls of your age. Rank as 1 the cause that you believe is the most likely to make an individual lawless, and as 2 the one next in order of importance, and so on until you have ranked all the causes.

Possible causes: Lax discipline in schools, picture shows, too much education, too little education, too much money to spend, lack of a good home, courts too easy, petty gambling, bad books, cigarettes, loafing at night, no places to play, accounts of crime in newspapers, not attending church, and poverty of parents.

Direction II. — Make a list of your reasons for selecting one of the above causes as first in importance.

Direction III. — A committee of the class should be named to make a summary of the opinions of the class as to the three most important causes and the three that are given the lowest rank.

Juvenile courts. Until recently it was the practice to bring juveniles accused of wrongdoing before the regular courts. As a result children were tried in the same court room with hardened criminals. This made juveniles feel that they were looked upon as dangerous criminals, and they were often discouraged in any efforts to lead the right kind of lives. In recent years the larger cities have established special courts called "Juvenile Courts" or "Children's Courts." In such courts children accused of wrongdoing are brought before a judge who is especially concerned with helping youthful offenders to acquire right ideals and proper habits of conduct. Small cities seldom have juvenile courts, but in some localities the offenses of children are

heard in non-criminal courts. In other cases it is customary to appoint a probation officer to care for delinquent children.

When children are found guilty of crime they are usually placed on probation. This means they are allowed to return

Photo by Brown Bros.

A juvenile court

Does this court scene seem to you to be a good way of approaching juvenile offenders? In what way?

to their homes, but are required to report every week or every two weeks to the judge or probation officer. This report pertains to their school work, recreation, character of associates, and general conduct on the street, at home, and in the school. If the judge of the juvenile court finds that the home surroundings of a child are not favorable, he may send the child to some special institution where he

is given better surroundings and a chance to secure a good education.

In no recent change in our dealing with offenders has the modern attitude toward crime been better expressed than in the treatment of children who do wrong. The juvenile court accomplishes much in preventing children from becoming hardened criminals through contact with evil associates or bad surroundings.

Laws should be obeyed or changed. Many seek to excuse their own failure to observe certain laws by the argument that there are "too many foolish laws." This is a confession of inexcusable selfishness and willfulness. It is not the citizen's privilege to select the laws that he will observe. Every resident of a community, whether a citizen or not, should obey its laws. The officials of the government must execute the laws as they are, not as individual citizens think they should be enforced. If laws are not good laws, the citizens should change them through their lawmakers in the proper way.

A law-abiding attitude. All good citizens should welcome a chance to help improve our government. Pupils in school, as well as adult citizens, can help to change America's record for lawlessness for the better by a good example. They can make sure that they themselves obey the laws. This seems very easy when one thinks of the state or of the nation which seems so far away. However, a spirit of lawlessness is sometimes exhibited by school pupils. It may be the ordinary rules of school, playground, or home which are violated. Stealing a street-car ride, a few apples from the fruit dealer, or a sum of money may not seem equally serious; but all are stealing.

Cheating in examinations or in a basketball game is as dishonest and lawless as dishonesty in a business transaction.

If one wishes to be a law-abiding citizen, one must learn early in life to have a genuine respect for school rules, for law, and for the rights of others of the group or community. The code of the Boy Scouts of America reads: "A scout is obedient. He obeys his parents, scout master, patrol leader,

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Testing weights and measures

Explain how a law enforcing honest weights and measures is like a law prohibiting stealing.

and all other duly constituted authorities." This is a splendid ideal and should be followed by all boys and girls who desire to become worthy citizens of America.

If all would follow the advice of Abraham Lincoln in this matter, it would be possible to reduce violation of laws to a minimum. In one of his public addresses, Lincoln said: "Let reverence for the law be breathed by every American

mother to the lisping babe that prattles on her lap; let it be written in primers, spelling books, and almanacs; let it be preached from the pulpit, proclaimed in legislative halls, and enforced in courts of justice; and in short, let it become the political religion of the nation."

This is a splendid statement of the responsibility that rests on the homes, the churches, and the schools to teach respect for law.

Testing What You Have Read

1. Is the aim in the making and enforcing of law to punish, protect, or train the individual, or is it for the protection of the community?

Explain how your answer is true in the following cases:

(*a*) Punishment for stealing auto tires

(*b*) Holding a boy in school when he wishes to leave

2. Compare the cost of crime in the United States with the cost of education.

3. Match the definitions with the words:

penalties	a wrongdoer
warrants	punishments
offender	orders for arresting a person

4. After hearing the evidence in a case of a man accused of murder, the jury disagreed eleven to one. The man was (check the expression that finishes the sentence correctly):

(*a*) convicted

(*b*) given a second trial

(*c*) acquitted

5. List five considerations which one accused of crime receives.

6. What should be done about laws which do not seem good for the majority?

7. In the second chapter of this book you found that schools afford a very good opportunity for practicing citizenship. In this chapter you are told ways in which you can be a law-abiding citizen in school. What are they?

8. In the second chapter we learned that the qualities of good citizenship were taught in the home, school, and church. How would Lincoln use these institutions for teaching respect for law?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*
I — 180–192
II — 192–198

Dunn — *Community Civics and Rural Life*
III — 240–246

Judd and Marshall — *Community and National Life*
IV — Series B — 137–144
V — Series B — 145–152
VI — Series C — 137–144
VII — Series C — 145–152

Lapp — *Economics and the Community*
VIII — 333–347

Marshall — *Readings in the Story of Human Progress*
IX — 357–368
X — 368–373

Parsons — *Land of Fair Play*
XI — 13–15
XII — 16–23
XIII — 157–171

Ross — *Civic Sociology*

*XIV — 146–153

*XV — 197–205

*XVI — 208–216

XVII — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Four. *Purpose.* — To acquire an understanding of certain terms as used in law enforcement.

Direction. — By reference to the dictionary and encyclopedia, the Constitution of the United States, or a textbook in civics secure a brief definition of each of the terms listed after 2 below:

1. Arrest is the legal restraint of the person.
2. Bail is security given for the temporary release of a person under arrest.
3. jury; 4. capital punishment; 5. crime; 6. fine; 7. civil action; 8. habeas corpus; 9. pardon; 10. indeterminate sentence; 11. parole; 12. penalty; 13. probation; 14. treason; 15. warrant; 16. plaintiff; 17. defendant; 18. counsel; 19. acquittal; 20. juvenile court; 21. ordinance.

***Problem Five.** *Purpose.* — To determine how a law-abiding attitude is developed.

Direction I. — From the following list of reasons for a law-abiding or law-respecting attitude on the part of a boy or girl of your age, select what you think are the three most important and place a plus sign before each:

1. Desire to avoid being called a law-breaker
2. Fear of imprisonment

3. Requirements of some church, club, or group of which one is a member
4. Desire to have a clean record when seeking a good position
5. Desire to please parents or friends
6. Fear of loss of property through fines
7. Habit of obeying rules in the school and home
8. Good example of parents
9. Knowledge of laws
10. Kindly feeling towards others

Direction II. — Add two or more possible reasons for a law-abiding attitude.

Direction III. — Select the two reasons from the combined list that you believe are least frequently considered by boys and girls of your age.

Direction IV. — Give three reasons for the relatively little influence of the two named under Direction III.

* **Problem Six.** *Purpose.* — To reveal certain facts concerning law enforcement in your own or a neighboring community.

Direction I. — Bring to class a clipping relating to the need of better law enforcement or the causes for lawlessness or extent of crimes.

Direction II. — Make a study of two successive issues of a daily newspaper and answer the following questions:

1. How many murders were mentioned?
2. How many other crimes against persons?
3. How many crimes against property?
4. How many violations of traffic rules?
5. How much of the front page of each issue was given to accounts of crime?
6. How many of those charged with crimes were under twenty-one years of age?

7. What different causes for crimes were mentioned in the newspaper accounts?

Direction III. — Prepare a summary of the main points in an article from some recent magazine relative to crime, law-enforcement, etc.

Problem seven. *Purpose.* — To discover the use of the grand jury in the enforcement of law.

Explanation. — The grand jury is a body of citizens chosen by lot to investigate crimes supposed to have been committed within a county or within a judicial district. This jury hears the evidence against persons and decides whether or not the evidence in any case is sufficient to justify a trial.

Direction I. — From the account of the grand jury as given in an encyclopedia, make a list of the kinds of crimes that a grand jury investigates.

Direction II. — A committee of the class should secure information from a lawyer or a court official to answer these questions:

1. Of what help in the enforcing of laws is a grand jury?
2. When was the last grand jury called in your county?
3. What were some of the things that were done by the last grand jury?

PART TWO

PROBLEMS OF COMMUNITY WELFARE

CHAPTER V

MUNICIPAL GOVERNMENT

What is municipal government? The term *municipal government* is used to include those forms of local government that we commonly find in cities, villages, towns, or boroughs. The terms *borough* and *town* are not used in all sections of our country; borough is used in the middle Atlantic states while town is common in New England and the western states. The unit having a municipal government is commonly described as a *municipality*. All of us are interested in some municipality. We either live in one or, in case we live on a farm or ranch, we depend on some municipality as our trading center. If we live in a small municipality or village, we are likely to become interested in the affairs of a neighboring larger municipality or city through reading its daily newspapers.

The nature of local government. Every citizen of the United States must observe the laws of the federal government, certain others passed by the state government, and many others which are passed by the local municipal government. Each division of the government is related to the others and to the whole. Each has its own special work to do and thus makes its contribution to the whole. If any part of the government is faulty, the efficiency of the whole government is reduced.

One of the most important divisions of government is local government. The term *local government* is applied to the divisions of government which perform the public work

of the smaller units of the state. The three most common forms of local government are the municipal (city, town, borough, or village), the township, and the county. In this chapter we shall use the term *city* to mean both large and small municipalities, including many that are commonly called towns, boroughs, or villages.

The importance of municipal government. The importance of understanding municipal government is clearly seen when we consider that where the national government at Washington may touch the individual citizen but once, and the government at the state capital is likely to touch him but ten times, the local government is likely to affect his actions and life in a hundred or more different ways. From this fact it is clear that we are much more directly concerned with the management, efficiency, and honesty in local government than in national affairs. In fact, an inefficient local government means higher taxes as well as a serious loss in happiness, health, and comfort to all of us.

Problem One. *Purpose.* — To obtain the opinion of adults relative to local affairs.

Direction I. — Ask two adults the following question:

What is the most important problem before the local government? For example, is it the providing of better transportation, the enforcement of law, the improvement of streets, or the selection of better men for office? Write a summary or account in your notebook of the answers given by those questioned.

Direction II. — Examine an issue of a local newspaper and clip two or more articles that refer to local municipal problems. After presenting these in class, paste them in your notebook.

The meaning of a city. We are taking the city to represent all types of municipalities. In some states a commu-

nity must have a population of ten thousand to be called a city. In other states a population of twenty-five hundred is required. In reporting the census, the United States government lists as cities all municipalities with a population of twenty-five hundred or more.

A city may be defined as a place where many people live so close together that they are intimately dependent upon each other in matters of health, safety, transportation, recreation, education, and many other things affecting their comfort and happiness. A more exact definition of a city is as follows: A city is a municipal corporation possessing power to sue and be sued; to acquire, hold, and dispose of property; to enact ordinances; to raise money by taxation; and to exercise the right of eminent domain.

This definition may sound very difficult, but it is not. It simply means that a city is a business corporation which can sue you, or which you can sue in the courts. It can buy and sell property. It can make its own laws covering local matters. A city can tax you and for public purposes it can also take your property, for which, of course, it must pay. When it takes your property it "exercises the right of eminent domain."

In a city, people live so close to one another that by working together they are able to have services and benefits which can be obtained only through the coöperation of many individuals. Slightly more than one half of the inhabitants of the United States live in cities, towns, or villages with a population of twenty-five hundred or more. This fraction is increasing each year, due largely to the development of manufacturing in large centers and the improvement in farm machinery which tends to increase food production while it lessens the demand for farm hands.

Why cities grow. The rapid growth of cities in the United States during the past fifty years has been due to many causes. The three chief reasons are invention and the development and improvement of machinery both on the farm and in the factory. *First,* modern agricultural implements have made it possible to produce increased quantities of food with less labor. Farm laborers, therefore, drifted to the city where they obtained employment in the factories. *Second,* the invention and discovery of scientific processes have made possible the development of our natural resources on a larger scale. The smelting of iron in the great modern blast furnaces and the Bessemer and open-hearth processes of converting the pig iron into steel are illustrations of the second reason. The *third* important factor in the growth of cities has been the development of great industries such as the automobile industry, the structural steel industry, and the clothing industry, all of which employ great numbers of men.

These three factors, together with improved transportation service, the growth of recreational facilities, and the development of scientific business methods, have been the outstanding reasons why more and more people each year are leaving the rural sections and coming to the cities. Production on a large scale in the cities has been furthered also by the accumulation of wealth which has made possible the building and financing of great factories. This will be explained in the chapter on business organization. Greater production and lower prices for articles of food and clothing have increased the demand. Greater production resulting from machinery and other factors have made possible higher wages. While higher wages have been paid in the city, the cost of food has been lowered as the result of improved farming implements. Thus city life has

been made more attractive and more desirable for wage earners.

Organization of cities. Cities are part of the state, and as such their governments derive or obtain their powers from the state. City governments operate under a charter granted by the state. While many of the laws regulating the general affairs of the city are state laws, they are enforced by city officials. The charter is to the city what the constitution is to the state. After the charter is written and accepted by the people of the city and approved by the state legislature and the governor, as the state constitution or laws may require, the people of the city are generally left to govern themselves in local matters. The charter prescribes the form of government, the powers to be exercised by the city government, and its officials. It also gives the limitations which the state places upon the city. The charter is always subject to the constitution and laws of the state. No city ordinances can be passed which conflict with state laws.

In most of the states the city council or commission may pass ordinances, that is, local laws, and make regulations concerning matters of a local nature. The state has the power to legislate for the city, and usually does in matters which involve or concern the interests of the county and state as well as the city. Until very recently many states greatly restricted their cities so that very often the latter were handicapped in meeting their local needs.

The departments of city government. In addition to the mayor and council or commission which make up the local legislature, most cities have several departments, each with its own duties. The larger cities have from ten to fifteen departments, such as the department of public works, the police department, and the health department. Cities which own their public utilities have public lighting, street rail-

way, water, and gas departments. Each of these departments has a wide range of activities. The heads of the departments in some cities are nominated by the mayor and confirmed by the council. In other cities the mayor alone makes the appointments.

What the city does for its citizens. The city performs a countless number of services for its citizens. The succeeding chapters in this book will treat of some of these services and describe the manner in which they are cared for. In this chapter, therefore, only a few of the principal services will be listed. Among these principal services of a city are the following:

First, the city maintains a police force for the protection of life and property and for the enforcement of the laws. *Second*, the city maintains a fire department for the protection of life and property from fire. *Third*, the city builds and maintains parks, playgrounds, libraries, museums, and art galleries for the enjoyment and education of its citizens. *Fifth*, the city does many other things to protect the health of its citizens by providing conditions governing health, recreation, education, and safety. *Sixth*, the city, if a large one, seeks to insure adequate means of local transportation for its citizens. *Seventh*, the city seeks to provide an adequate supply of good water both for the use of the citizens and for fire protection. *Eighth*, the city devotes much attention and money to providing a school system for the education of its future citizens.

The list might be continued, but the foregoing services are sufficient to indicate that citizens are dependent on their city for conditions governing health, recreation, education, and safety.

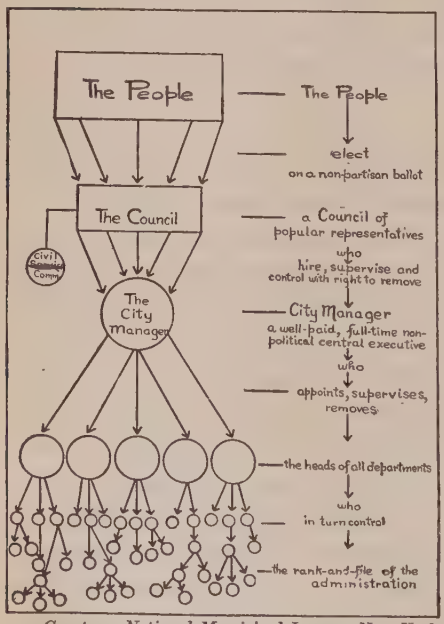
A new type of city government. In the growth of the early American cities, the system of government was modeled after

that of the federal and state organizations. The city council corresponded to the state legislature or the national congress. The mayor corresponded to the chief executive or governor of the state or the president of the federal government. About thirty years ago the form of city government in many states began to change. The first change gave the mayor added authority and reduced the authority of the city council. This change was brought about in order that responsibility for carrying on the government might be more definitely located. The mayor was given more power of appointment as well as the veto power over the acts of the city council.

At the beginning of the twentieth century a second wave of reform of city government took place. Several cities, beginning with Galveston, adopted the commission form of government. The commission form of government did away with the council. It considered the city as a corporation or business organization and placed its management in the hands of a commission of five persons elected by the people at large. Five departments were created and each of the commissioners was assigned to one department. The five commissioners constituted the board of trustees. The chairman of the group was selected by the commission to serve as the mayor. All other city officials and employees, such as clerks, policemen, firemen, etc., were selected by the commission.

City manager type of government. The commission form of government has grown rapidly in the United States and has been very popular, especially among the smaller cities. During the last two decades the commission form has been modified in some cities into what is known as the city-manager type of government. In the city-manager type the commission places a managing expert at the head.

It is the business of this expert to manage the affairs of the city. The expert is usually a business man or an engineer. The commission then becomes a board of directors whose main business is not only to select the city manager, but to meet with him from time to time, to give general advice and counsel, and to support his acts. As the commissioners are elected by the people they represent and are directly responsible to the people for the management of their government. This type of organization has been very popular in the smaller and middle-sized cities, although the plan has recently been adopted in the city of Cleveland. Cleveland is now (1927) the largest city in the United States which has the city-manager type of municipal government.



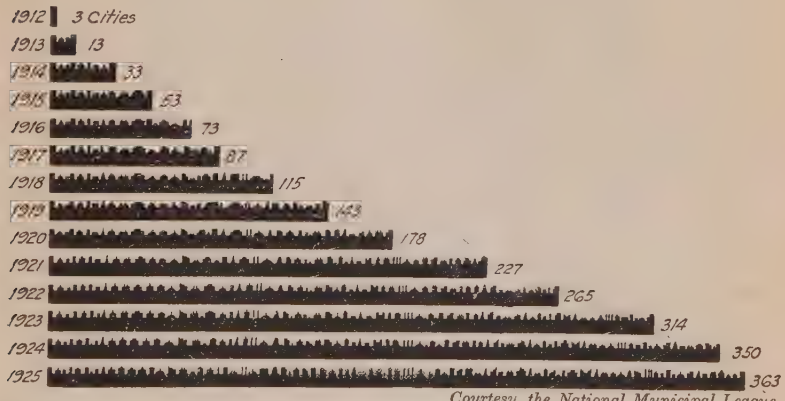
Courtesy, National Municipal League, New York

The city manager plan at a glance

Under this plan how can the voters force the dismissal of incompetent heads of departments?

New York also has some features of the city-manager type, and Detroit has reduced its council to nine members and so greatly increased the power of the mayor that in

some respects he is a manager. Both in Detroit and New York the mayor, however, is elected by the people rather than selected by the city council or commission. The chief value of this type of government is in the placing of respon-



Courtesy, the National Municipal League

This chart includes three hundred sixty-three cities and towns that have adopted the city-manager plan

How do you account for the increase from three cities and towns in 1912 to three hundred sixty-three in 1925?

sibility on some one person or some small group of individuals and in making him or them responsible to the people for their acts.

Problem Two. *Purpose.* — To find out through reading and discussion the nature of the various kinds of city governments.

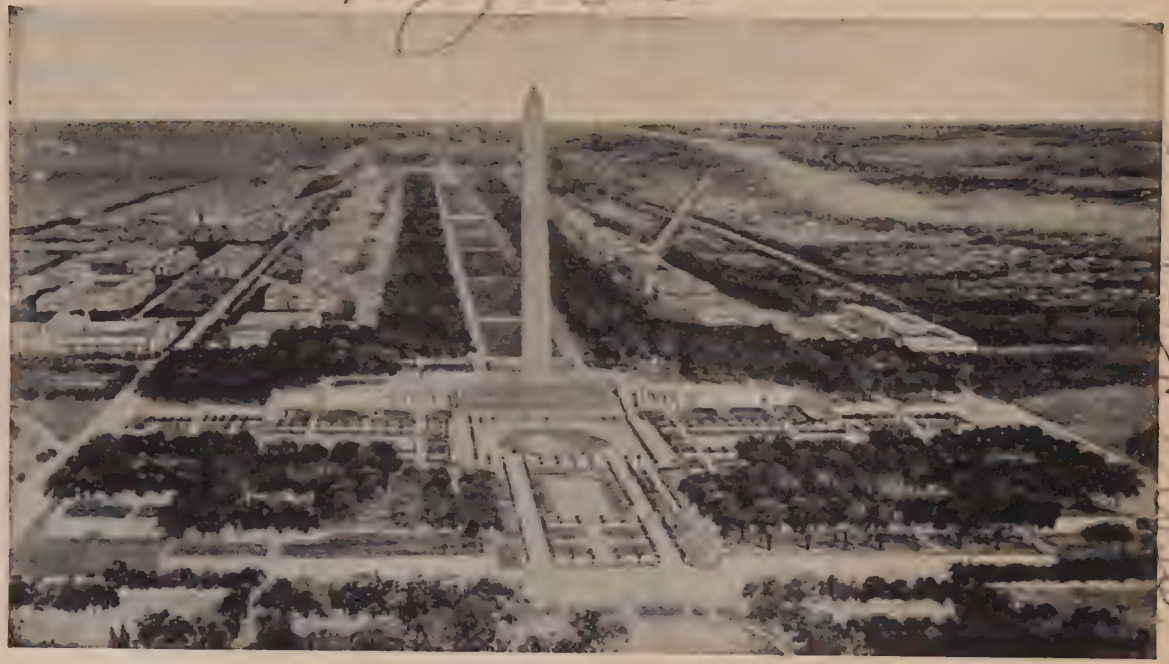
Direction I. — Most cities in the United States have the mayor-and-council type of city government, the city-commission type, or the city-manager type of city government. Select one of the foregoing types of governments and write in your notebook a series of arguments in favor of its adoption. Seek information in textbooks on civics, the encyclo-

pedias, and other reference books, and be prepared to discuss your findings in class.

Direction II. — Which one of the types of city government discussed in class would you recommend as the best one for your town or city? Why?

Home rule. The power of cities to control their local affairs is known as *home rule*. Cities have grown so rapidly and their local problems have become so complex that the constitutions of many of the states have not kept pace with the growth and needs of their great centers of population. As late as 1910 the people of many cities were without the power to tax themselves for the necessary public improvements. Such cities as Cleveland and Detroit, as well as others, were not permitted to pass ordinances controlling the type of buildings which might be constructed. They could not pass a city *zoning act* which would give them power to separate residential sections from factory sections, or to regulate grade crossings to protect highways from railroad trains, or to construct a rapid transit system to carry the people to their work and to the shopping centers. During the last decade the cities in every state have been granted greater power to control matters of strictly local interest.

The metropolitan area. The tendency to spread over large areas is another outcome of the industrial development of cities. A manufacturing plant is often located on the outskirts of a city. If the industry is successful and prosperous, a suburb soon springs up around it. In time the suburb may be incorporated into a separate village or city. If the city has very good transportation facilities, another manufacturing plant may be built on the opposite edge of the city. Around this second industry homes appear, and in time another community is formed. This



Washington, as planned, looking past Washington Monument and along the Mall toward the Capitol

This artist's view shows Washington as it is to be, one of the most carefully planned and attractive cities in the world.

continues until the original city is spread over a large area.

Whenever a city spreads over a large area, as does New York, a special problem arises. Philadelphia covers an entire county. Other cities such as Chicago, Los Angeles, Cleveland, St. Louis, Boston, and San Francisco spread over large areas. Often a large city is very close to smaller independent villages and cities. Such matters as health, police protection, recreation, and transportation require the coöperation of all the cities concerned. If each of the cities in the metropolitan area developed its own units of government, built its own sewers, laid its own water mains, and provided independent police protection and playgrounds, it would be done only with great waste of money and effort. To prevent this duplication, such cities as New York, Baltimore, St. Louis, and Pittsburgh have united with the other cities in their immediate localities to provide economical and efficient service.

City planning. During recent years the smaller municipalities, as well as the larger, have realized the need of making their cities attractive and are scientifically planning for the future. Some American cities have now adopted a well-considered plan for the laying out of streets, parks, playgrounds, and school sites for future expansion. In the older cities new street lines or new building lines are being established and builders are made to conform to them. This makes possible the widening of the main streets to take care of traffic and business in the future.

In wise city planning parks are properly located, and streets are so laid out that the city may continue to grow indefinitely in the future without added cost in the establishment of new street lines. Park sites, school sites, and sites for other public buildings are selected before other

buildings are constructed on them, thus avoiding the costly *condemnation*, or forcible purchase, of property.

Civic beauty. Many of our cities have grown so rapidly that it has been difficult to require builders to make their plans with special reference to the beautifying of the streets of the city. It often happens that public officials are slow to understand the value of an attractive city. In other cases cities have grown slowly, but without any plan for the laying out of streets, parks, and civic centers. The result is that the buildings in the business sections are crowded together and beautiful buildings are placed in the midst of old and dilapidated ones. Factories also have been built so close to business sections that the streets are constantly filled with smoke from the chimneys. Unsightly billboards are often erected in districts that are otherwise very attractive.

With the growth of many of our large cities, there has come a demand for downtown civic centers with libraries, art museums, and parks. There has also come a demand for wider and more attractive streets and boulevards. To provide for these demands, many cities find it necessary to condemn buildings and property for the widening of streets and the rebuilding of residential and business sections to make for civic beauty.

Problem Three. *Purpose.*—To make a plan for a small city.

Direction I. — Draw a plat or plan of a city in which you provide for the following:

1. Twenty streets running north and south, and twenty streets running east and west
2. A river crossing the northeast part of the city
3. One railroad passing through the northwest part of the city and a second railroad passing through the western part of the city and crossing the first

Direction II. — On your plat show by a series of colors or by shading the following:

1. the land set aside for parks
2. the land set aside for school grounds
3. the land set aside for factories
4. the land set aside for business districts
5. the land set aside for civic centers
6. the land reserved for residential districts

Direction III. — Make a statement of the principles and rules that you have followed in making a choice of land for any two different purposes.

The use of city streets. One of the first needs of any community is good roads and streets so that people may move freely from one section to another. Since the streets are of such vital importance to us, it is necessary to give the greatest possible consideration to their building and control. On the street levels are cars, busses, trucks, and automobiles. Above the surface there are elevated structures upon which trains and cars are operated. Below the surface, in certain large cities, are found subways, water mains, sewers, gas mains, and conduits for electric light, telephone, and telegraph wires. Permission to use city property for these utilities is often granted under two conditions: (1) The agency using them must perform definite service for the people; (2) the general use of the streets by the people must not be cut off without the city's consent.

The building and control of streets is one of the most important problems to be considered by any municipal government. To regulate and control the streets for any use the city council or the voters grant franchises, say for street cars, or electric wires, or water mains. Such a franchise is considered a contract between the city and the company rendering the service and specifies the period during

which the privilege holds and the charges, such as car fare and water and electric rates, which the corporation may impose upon its patrons. The subject of franchises is discussed and explained more fully in the chapter on Public Utilities.

The need of coöperation in local affairs. In the chapter on School Citizenship mention was made of the necessity of coöperation between pupils and teachers in carrying on the work of the school. The same need for coöperation exists between citizens and officials in a village, town, or city. The lack of coöperation of the citizens in their local city government is felt by the individual or by the family much more than a lack of coöperation in the state or national government.

It is always more interesting, as well as more profitable, to study city government and city problems first-hand rather than from books. In a few years every member of your class will no doubt be a voter; some of you may be officeholders in a city. The problems in this chapter will guide you in making a study of your city. These problems by no means cover all that you should consider and know about in order to be intelligent citizens of the community in which you live; but they will serve to illustrate the need and value of coöperation in local affairs.

Testing What You Have Read

1. What is a municipality?
2. What are the principal units of government that concern every citizen?
3. Write the following in your notebook and check those which have local government: state — city — town — United States — county — township.
4. Are the following statements true or false?

(*a*) About half the inhabitants of the United States live in cities of 5,000 or more.

(*b*) Local government affects the lives of individual citizens much less than does the state or national government.

(*c*) "Home rule" has been given to cities much more freely since 1910.

5. Explain how each of the following has been a factor in the rapid growth of cities:

(*a*) the manufacture of modern agricultural implements

(*b*) the discovery of processes for developing natural resources.

(*c*) the development of great industries

(*d*) improved transportation

(*e*) better city governments

(*f*) the development of commerce

(*g*) increased production

(*h*) higher wages

6. Copy in your notebook using only the right word of each of the two words offered:

City governments operate under a $\begin{pmatrix} \text{charter} \\ \text{constitution} \end{pmatrix}$ granted by the $\begin{pmatrix} \text{city.} \\ \text{state.} \end{pmatrix}$

7. Give the principal features in the development of types of city government listed here:

early type of city government

type thirty years ago

type beginning about 1900

type in the last twenty years in many cities

8. Show how necessary coöperation is when one city exists within a larger one or on the border of it.

9. Which is the better? Why?

(*a*) to build a city, planning for future growth, with wide streets, parks, and the possibility of extension

(*b*) to build a city for immediate needs, and then to condemn property and remodel, if later growth demands it

Using the Class Library

Broome and Adams — *Conduct and Citizenship*
I — 92–99

Dunn — *Community Civics and Rural Life*
II — 395–405
III — 408–417

Hill — *Community Life and Civic Problems*
IV — 441–447
V — 447–453

Hunter and Whitman — *Civic Science in Home and Community*
VI — 320–326

Lapp — *Economics and the Community*
VII — 264–272

Lyon — *Making a Living*
VIII — 460–466
IX — 477–488

Marshall — *Readings in the Story of Human Progress*
X — 470–480

Parsons — *Land of Fair Play*
XI — 107–110

Ross — *Civic Sociology*
*XII — 36–44
XIII — Textbook in civics for your own state. Consult the index on the subject and the principal topics of the chapter.

Other Problems to Be Solved

Problem Four. *Purpose.* — To make sure that you understand the meaning of certain terms used in a discussion of city government.

Direction. — Place in your notebook a brief definition of each of the following terms used in the discussions of city government. Find material in textbooks on civics, in encyclopedias, or in dictionaries. Be careful to define the term as it is used in *civics.*

1. city charter
2. common council
3. mayor
4. franchise
5. municipal ordinance
6. municipal court
7. commission form of government
8. city-manager type of government
9. zoning act
10. home rule

Problem Five. *Purpose.* — To become acquainted with the wards of the city and the manner in which the city is divided for voting.

Direction. — A committee of the class should be appointed to place on the blackboard an outline map of your city, town, or village, showing the wards or voting units. Number the wards. Each pupil should copy the map in his notebook, and should locate his own ward and shade his voting precinct.

Problem Six. *Purpose.* — To find certain facts concerning your municipal officers and their duties.

Direction. — Place in your notebook a chart showing the titles of the principal municipal officers of your town or city, the names of the present office holders, the terms of office, the method of their selection, their salaries, and two principal duties of each. Committees of the class should be selected to gather this information.

Problem Seven. *Purpose.* — To discover the functions of each department of your municipal government.

Direction I. — A committee should be selected to prepare and place on the blackboard a chart similar to the one on page 90 of the text. The information should be secured from the city charter or from personal visits and interviews with city officials. It should start with the electors (the people) and the officers elected and show also commissions, employees, and departments.

Direction II. — After the chart has been placed on the blackboard the class may be divided into as many groups as there are city departments. Each group should be responsible for getting the data from one of the departments. The materials collected by each group may be turned over to the other groups. Some cities prepare a booklet containing information on all departments. The material, when collected, might be made a part of the library for the future classes in your school.

***Problem Eight.** *Purpose.* — To consider the importance and economy of city planning in your city.

Direction. — A committee of the class should be named to find out what the city charter provides on city planning. The committee should be directed to study the city map and find out whether or not the streets are wide enough and so laid out that they will take care of the traffic and business of the city's future growth. The committee should find out whether plans have been made to purchase land for public buildings, playgrounds, and parks in the future. Interview one or more well-informed citizens in the community.

CHAPTER VI

TAXATION AND WHAT IT IS FOR

A common misunderstanding of taxation. All of us who earn money or spend money are certain to pay taxes in some form. In spite of this the purposes of taxation are very commonly misunderstood among adults. This is illustrated by the following incident:

As they walked home from their work at a manufacturing plant, Mr. Smith said to Mr. Brown: "Our state and local taxes are too high. I paid $250 in taxes this last year and I cannot see where I have received anything in return. I do not have any children in school. I do not use the roads, as I do not own a car. I have never called the fire department or asked the police for help. I think the government takes too much money. Of course, if I held a public office as my neighbor does and received a good salary, I would not object to paying taxes. If I could get out of paying them, I would do it. I don't see any reason for collecting so much money. Just think — in twenty years I'll pay enough in taxes to buy a small home. I know some folks that dodge half of their taxes."

The foregoing opinion is frequently expressed by a few taxpayers. It indicates a lack of understanding of the uses made of taxes. It is doubtless true that they are too high in some localities, but this fact does not warrant such an attack as that made by Mr. Smith. Which of Mr. Smith's reasons for objecting to the payment of taxes are not fair? Which of his criticisms suggest the need of a better understanding of taxation on the part of some citizens?

The right attitude toward taxation. When the duties of the citizen are carefully considered, it is found that there is none more important than his duty to pay his taxes willingly and intelligently. By *intelligently* is meant that the good citizen will both know why he pays taxes and be critical enough to question the way public funds are used. A recent writer has said: "What a spectacle! Tens of thousands of junior citizens, under the guidance of their teachers, saluting the American flag proudly in school, and presently, when out of school and grown to man's estate, forgetting to support that flag and the country for which it stands by the performance of the citizen's most important duty, that of paying his taxes intelligently and willingly."

It is important to recognize that the whole machinery of government would go to pieces if people refused to pay taxes for any great period of time. The government cannot be maintained without money any more than a family can maintain itself without an income. It is therefore the business of a good citizen to contribute his share to the financial support of a good government. The sound principle to be remembered in the payment of his taxes is that every citizen should contribute to the support of his country in proportion to his ability to pay.

Problem One. *Purpose.* — To discover the attitude of adults toward the payment of taxes.

Direction I. — Ask several adults — your father or mother and certain neighbors — this question: Why do so many people dislike to pay taxes? List the different reasons in your notebook as follows:

1. Because some of the officials of the government are wasteful in their use of public money.

Direction II. — Which of the criticisms listed under Direction I suggest a need for a better understanding of

the advantages that we should forfeit if all of the people refused to pay taxes? Answer by underlining.

Direction III. — Paste in your notebook any news item that you can find relating to taxes, public improvements, or cost of government.

Purposes of taxation. It should be remembered that the individual who "sneaks out of" paying his fair share of the cost of government throws an unfair burden on all of the rest and steals benefits for which his neighbors have paid. It is part of the duty of every good citizen to pay taxes intelligently and willingly. We pay taxes in order to make it possible for our government to guarantee each individual his rights and to provide the benefits of good government for all. These rights are stated in the Bill of Rights in the Federal Constitution and in the constitution of your state. You are directed in the problems in this chapter to make a list of them. It is sufficient at this point to call attention to the provisions for the protection of life and property, education, and the maintenance of public highways, as among the many services that people purchase when they pay taxes. In succeeding chapters the need of taxes to support other special activities of government will be emphasized.

Taxation and the protection of life. The most powerful instinct in human nature is the instinct for self-preservation. Under a well-organized government the machinery for the protection of life is bought and paid for with taxes. If we all decided to stop paying taxes, we should have to become entirely responsible for the protection of *our own* lives and the lives of those dependent upon us. If the government did not protect our lives with its police force, its judicial bodies, the army, the navy, and other agencies, we should find ourselves in a state of constant fear. We should

always be in danger of a fight with some other individual or groups of individuals. Children would not dare to leave the protection of their fathers and mothers even for a moment. Women would not dare to venture far from the protection of their homes. Our situation would be like that of our early pioneers when they passed through the territory of many hostile tribes of Indians, and worse than that of an army in the country of an enemy. In place of safety and peace our daily lives would encounter a round of quarrels, threats, fights, and other violence. Under the system of cooperation which gives us a government we are saved from such a terribly uncertain existence. This protection is provided and purchased by taxes.

Courtesy, The American City

A graphic representation of one city's budget as applied to each tax dollar

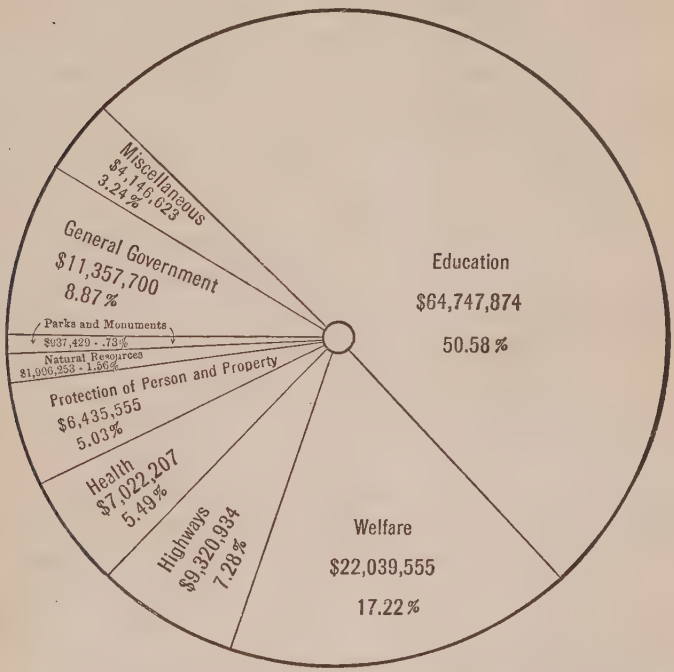
Taxation and the protection of property. Next after the protection of our lives most of us would put the protection

of our property as our most important interest. Again, this service can be secured much more economically by organized society as a whole than by the individual for himself alone. It is paid for through taxation. By joining with others to secure protection to property, it can be secured at a greatly reduced cost. Consider the situation of the grocer with his investment in goods and store fixtures. It would be very expensive for him to provide for the protection of his property from theft or destruction by fire. In a village this is done by employing one man to guard all property, in the city by the police, while the nation protects all its people and property with its army, navy, and certain special officers. All of these agents for the protection of property are paid through our taxes.

Taxation and the highways. We are constantly making use of public walks and public roads. These have been built at great cost. The government has provided country highways and city streets on a vast coöperative plan through taxation. It is thus possible for each individual to secure these avenues of travel for his own use for but a very small fraction of what it would cost each individual if he, alone, had to provide his own road or street.

The citizen, through taxation, has the use of thousands of miles of streets and highways leading from his home to the market, to the postoffice, to the school, to the public parks, to the church, to the homes of different relatives and friends, to every town and city in the United States, to thousands of natural beauty spots, and to every one of the millions of homes in America. The economy of buying roads and walks and paying for them with taxes is so obvious that none can fail to appreciate the great benefits which we secure at little individual cost when we pay our taxes.

Taxation and the schools. All believe it to be necessary for the modern state to educate its citizens for its own self-preservation. It is a common saying that ignorance is a menace to good popular government. It is a fundamental



From Budget Leaflet No. 1, Dept. of State and Finance, Commonwealth of Pennsylvania

A year's budget of Pennsylvania

This drawing shows how the income from general taxes was to be expended from June 1, 1925, to May 31, 1927. It includes state taxes only, no local taxes.

duty of the state to open the doors of the schoolhouse on equal terms to all its children. The most economical and effective way to train citizens is through providing school privileges for all the children and paying for them with taxes.

If each family educated its own children separately, parents would have to give nearly as much time and effort to educating two or three children as is given to a group of forty or fifty in a school. The total cost of educating the children in family groups would be many times greater than the cost of educating them in the school classes. Many children would receive little or no education if it were not provided by taxation. Our public schools are entirely dependent on taxation for support.

Problem Two. *Purpose.* — To discover the uses made of the money raised by taxation.

Direction I. — Place in one column the names of those workers listed below who are paid their salaries out of public taxes. In a second column place those receiving their salaries from private sources.

1. express agents
2. cashiers of banks
3. railroad engineers
4. public-school teachers
5. druggists
6. Sunday-school teachers
7. editors
8. policemen
9. plumbers
10. farmers
11. miners
12. soldiers
13. doctors
14. clergymen
15. mail carriers
16. President of the United States
17. county sheriff
18. painters
19. mechanics
20. detectives
21. firemen

Direction II. — Select any one of the workers in your first column and list four services that justify payment from public funds. Report as follows:

Type of worker_____

Services

1. _____

What the federal government taxes. Many people do not realize that the federal government levies several kinds of taxes. It is too frequently the opinion of people that houses, land, stores, factories, and other such property form the sole bases of public taxes. As a matter of fact, the national government levies taxes on tobacco, playing cards, oleomargarine, and many kinds of medicines, and at times imposes special taxes upon luxuries, such as furs, silks, and theater tickets. Such taxes are called *internal revenue taxes.*

The national government also levies a tax on the incomes of those receiving more than a certain sum per year. Such a tax is called an *income tax.* According to the law passed in 1926 every *single* person whose *net* annual income is greater than $1500 and every *married* person whose net annual income is over $3500 must pay an income tax.

The national government also taxes many kinds of goods brought into the United States from foreign countries. At the present time duties or import taxes are levied on sugar, shoes, toys, cotton goods, jewelry, chemicals, etc. Money raised by placing taxes on goods brought into the country is called a *tariff revenue.*

What the state government taxes. State governments also use a variety of taxes, but the tax on real estate and other kinds of property is the most common. Many of the states place taxes on incomes and levy a special tax on corporations. Other states tax the property left to relatives and friends by a deceased person. Such a tax is called an *inheritance tax.* Some states place taxes on the earnings of public utility companies, such as railroads, telephone companies, street-car lines, and other corporations engaging in public service. Some states levy a tax on gasoline, while others place a tax on automobiles. The foregoing examples

emphasize the variety of taxes collected and suggest differences between states in the manner in which they levy taxes.

Direct and indirect taxes. In the income tax and the internal revenue tax we have examples of the two chief kinds of taxes; namely, *direct* and *indirect*. The income tax is a direct tax because it is paid directly to the government by the individual against whom the tax is assessed. An internal revenue tax is called an indirect tax because the individual against whom the tax is assessed adds the tax to the cost of the commodity in fixing its price, and thus the purchaser of the commodity really pays the tax.

It is interesting to inquire of a druggist concerning the number of articles in his store that have from one to three cents included in the selling price because of some internal revenue tax. It is very seldom that anyone stops to inquire whether this tax is included in the selling price. We are therefore continually paying indirect taxes without being fully aware of the fact that we are contributing to the support of the government. Why do people pay indirect taxes more willingly than direct taxes?

Taxing units. Within the state there are several different divisions of government that may levy taxes. All of these must act in accordance with the general regulations of the state relative to local taxation. In New York taxes may be levied by the state, the county, the township, the municipality, and the school district. It often happens that many citizens pay taxes to the national government, the state government, and all of these various units of taxation within the state. With so many taxing bodies there is danger of excessive taxation. This may be prevented in part by holding public officials strictly responsible for all of their expenditures of public money.

High taxes. It is a very common complaint that taxes are too high. The reasons for high taxes are better understood when one considers the various kinds of work performed for us by the different units of government. It costs money to provide good schools. It costs large sums of money in our cities to provide adequate police and fire protection, to maintain parks, and to protect the health of the community.

It is a tremendous expense to create and maintain an efficient army and navy, to operate the offices of the state and national government, and to enforce laws for the protection of life and property. It is doubtless true that some of our governmental agencies increase taxes through waste, inefficiency, and corruption. If such is the case, the blame usually rests on the voters and their failure to elect honest officials. It is a common remark that taxes are higher each year. In many instances it should be said: "We are asking our local, state, and national governments to perform more services for us each year, and we must therefore pay heavier taxes." It is important for citizens to remember that the government cannot perform services without spending money and that one of the most effective ways to decrease expenditures by the government is to decrease the demands for services from the government. It is doubtful whether any of us would want to do this.

Testing What You Have Read

1. What are three outstanding services given by the government which are supported by taxes?
2. Name three agencies the government uses to protect the lives of its citizens.
3. Name three agencies the government uses to protect the property of its citizens.

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4. Why is it best to have roads and schools built by taxation?

5. In your notebook arrange the items on the right so that each article named is opposite the name of the tax under which it is assessed:

internal revenue tax	jewelry from Europe
income tax	playing cards
tariff	$4500 annual salary

6. Why is a tax on a package of tobacco an indirect tax and on an income a direct tax?

7. In Indiana property is taxed by the city, state, township, and county. Are there other agencies which may levy taxes in other states? If so, what?

8. If you heard a complaint that taxes were too high, what five reasons could you give, from your reading of this chapter, to explain the high rate?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*
I — 379–387

Dunn — *Community Civics and Rural Life*
II — 364–374

Johnson — *We and Our Work*
III — 169–177

Lapp — *Economics and the Community*
IV — 291–303

Lyon — *Making a Living*
V — 521–531

PARSONS — *Land of Fair Play*
VI — 145–154

WOODBURN AND MORAN — *The American Community*
VII — 181–188
VIII — 188–196
*IX — Textbook on civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

Problem Three. *Purpose.* — To get the meaning of certain terms used in the discussion of taxation.

Direction. — Write in your notebook a definition of each of the terms given below. Secure your definitions by consulting the dictionary, encyclopedia, and books on civics.

1. Real property tax, 2. personal property tax, 3. income tax, 4. inheritance tax, 5. internal-revenue tax, 6. tariff, 7. direct taxation, 8. indirect taxation, 9. excise tax.

***Problem Four.** *Purpose.* — To secure information concerning local taxation.

Direction I. — A committee of two members of the class should be appointed to interview a local official in charge of the collection of taxes, or a banker, and secure information in answer to the following questions. The report from the committee should be written on the blackboard so that all pupils may copy it in their notebooks.

1. Upon what forms of property are local taxes levied?
2. Upon what forms of property are state taxes levied?
3. By whom is the valuation of the property of a person determined, or *assessed*?

4. How are people notified of the amount of their taxes?
5. Where and when must one pay his local taxes? His state taxes?
6. What is meant by *tax rate?* What was the tax rate for all purposes (state and local)? The tax rate for schools?
7. How much money was raised last year through local taxes?
8. Which four expenses of local government are the heaviest?
9. Approximately what fraction of the people in the community pay taxes on property?
10. Is there much property for sale because of unpaid taxes?
11. How much money does the local government owe on bonds or other indebtedness?
12. Do the majority of people complain about the amount of their taxes? What are the common criticisms?
13. What kinds of property are exempt from local or state taxes?

***Problem Five.** *Purpose.* — To find how the taxes paid by local property owners are used.

A committee of two members of the class should be named to prepare this report for the class, unless the tax receipts provide such information. The information may be secured from a local official of the government or from a banker. In the larger cities this information is to be found in printed reports. In such places each member of the class should collect the data.

Direction I. — Find your tax rate per thousand dollars of assessed valuation. Find out what portion of the tax dollar is used to supply the following services — that is, out of

every dollar what part is for education, police protection, fire protection, etc.?

	The tax dollar in a typical city	*Your tax dollar*
Public schools	24.68	
Interest and payment of debt	17.29	
Police protection	10.88	
Fire protection	8.19	
Repaving and repairing of streets	6.72	
Cleaning streets, alleys, and sewers	6.37	
City hospitals and relief of poor	2.98	
General administration	3.93	
Grade separation (street grades from railroad grades)	.32	
Public health service	3.54	
Lighting of streets, alleys, and public buildings	1.85	
Upkeep of parks and boulevards	2.52	
Public libraries	1.33	
Collecting garbage	3.34	
Playgrounds and recreation centers	.89	
Operating public buildings	.55	
Engineers' surveys and plans	.62	
Care of sidewalks, bridges, and their equipment	.51	
Police and firemen's pensions	.47	
Conducting city police court	.15	
Contingencies	2.87	
	100.00 cents	

Direction II. — Write out two questions that call attention to certain differences between the tax dollar for your city and that of the typical city.

Problem Six. *Purpose.* — To discover the purposes of federal and state taxation.

Direction I. — From a study of the Bill of Rights in the Federal Constitution make a list of all of the rights and

benefits of good government that are paid for by taxation. Report your findings in your notebook as follows:

1. The right of trial by jury.

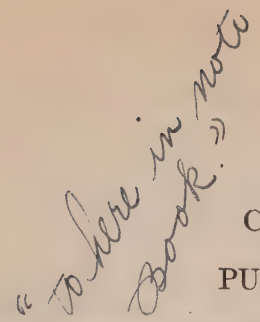
Direction II. — List some other services, paid for by taxes and performed by the government, named in your state constitution. Report your findings in your notebook as follows:

1. The public schools are supported by taxes.

Problem Seven. *Purpose.* — To become acquainted with certain current problems in taxation.

Direction. — Clip from a magazine or newspaper an account of some problem in the field of taxation or an editorial or address on the problem of taxation. Paste your clipping in your notebook and under it list the main points. Be prepared to read your clipping to the class and explain its real meaning.

47-46-45



CHAPTER VII

PUBLIC HEALTH

The economic and social value of good health. The health of the individual is important, not only to himself and the home of which he is a part, but to the community. Every community loses when a citizen is unable to do his work. It is estimated that the average worker loses about two weeks each year because of illness. This is not only a loss to the worker, but to his family, community, and industry. All large communities, as well as the nation, spend large sums of money each year on individuals and families who have been left destitute or incapacitated as a result of disease.

The loss to industry in the United States due to sickness and ill health has been estimated to be nearly a billion dollars per year. In addition to this amount, both industry and society lose much as a result of certain physical defects in a great number of individuals. It is because of these tremendous losses arising from ill health and physical unfitness that the American people are willing to expend such large sums of money to promote public health.

Problem One. *Purpose.* — To find the average length of time lost in school through illness.

Direction I. — Write on a separate sheet of paper answers to these questions:

1. How many half days have you been absent from school through sickness since the beginning of the fall term?

2. What is your estimate of the number of half school days that you have lost through sickness since you entered the sixth grade?
3. What cause or causes have led to your absence?
4. Could any of these have been avoided?

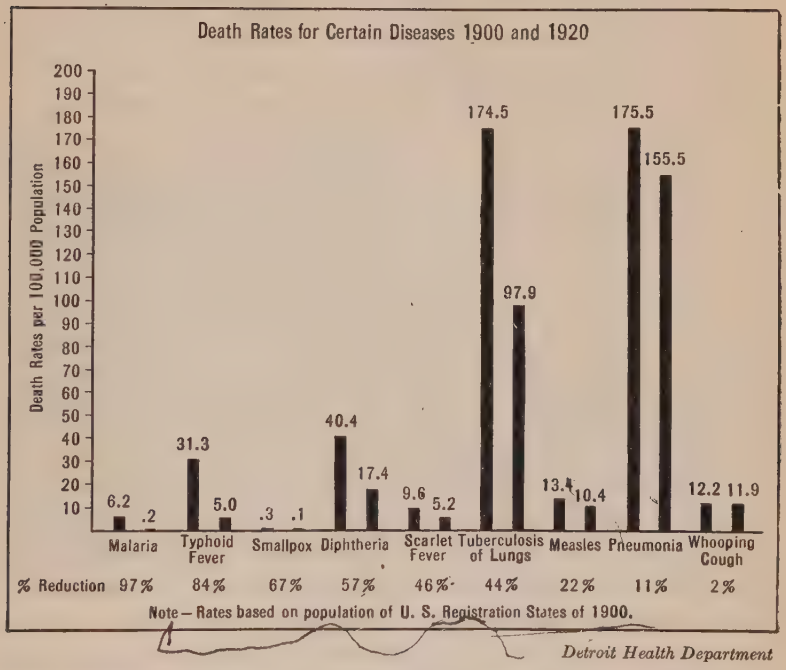
Direction II.—A committee should use the reports to determine the average number of days lost by the members of the class for the most common causes of absence. The report should be placed in the pupils' notebooks.

Avoiding ill health. Nowadays we know that most diseases can be controlled, and that if the health of the individual and the community is properly guarded, most diseases are preventable. The prevention of diseases and the maintaining of general physical fitness rests largely with the individual. If every individual could be acquainted with the causes of disease, the reasons for the spread of disease, and the need for healthful conditions, human life could be greatly prolonged and illness much reduced. If all individuals would coöperate in bringing about the most healthful conditions, the problem of public health would be very well taken care of.

Such defects as impaired vision, bad teeth, deformed limbs, and imperfect hearing reduce the productive value of the worker and often lead to unhappiness, ill health, and even a total loss of the power to earn a living. Many of these defects, if taken in time, could have been remedied and the individual could have been made a happy, contented, self-supporting citizen. It is the work of doctors, public health nurses, schools, and other health agents to instruct the people in the best methods of overcoming such handicaps, as well as to keep people well and maintain high standards of good health.

In another chapter the importance of safety education

is presented. With the growth of industry, accidents are a rapidly increasing cause of ill health, loss of life, and injury, much of which might be avoided.



The changes in death rates for nine common diseases between 1900 and 1920

Name the diseases in the order of their importance as causes for death. Explain the decrease in death rates between 1900 and 1920.

Public health and epidemics. In the Middle Ages epidemics were common in Europe and Asia. In the summer of 1665 London suffered from a great plague. Even in the United States epidemics have been common from time to time and public health is being constantly threatened by communicable diseases such as whooping cough, measles, chicken pox, and pneumonia. The more common communi-

cable diseases are diphtheria, typhoid, scarlet fever, smallpox, and tuberculosis. Not many years ago it was generally believed that disease was a necessary evil. All these diseases, however, are controllable and actually preventable if the conditions under which they develop are controlled.

We may keep our bodies on a high level of physical endurance by getting plenty of fresh air and exercise, by eating proper food, by wearing clothing suitable for the weather, and by securing the right amount of sleep. Building up resistance against disease in this way and living in cities with clean streets, a pure water supply, and proper methods of disposing of sewage are the best ways of controlling these diseases. Vaccines are now used very extensively and prove successful in actually preventing many of these diseases. Smallpox, which was formerly a dreaded disease, is now entirely controllable through vaccination.

Formerly thousands and thousands of children died annually from diphtheria. This disease is now definitely preventable by the use of toxin-antitoxin. Even after the disease is contracted, through the use of antitoxin diphtheria is curable. Through the control of disease the science of medicine and public health has contributed more in the interest of humanity than any other science. Every year the death rate in the average American city is lessened. This is due, not only to better methods of sanitation in our cities, but also to a more accurate scientific knowledge of disease and of how to prevent and cure it.

The local government and health. Every unit of government has its department of health. In cities the health department is generally in the hands of a board of health or a commission of health. The board of health in most cases consists of from four to six members appointed by the mayor. Sometimes the head of the department of health

is a sanitary engineer instead of a doctor. In addition to the head of this division there are usually a large number of assistants, as well as many nurses. It is the duty of the city health department to prevent sickness and disease. This is done by inspecting bakeries, restaurants, and tenement houses, testing the purity of the milk and water supply; and preventing and suppressing the spread of contagious

Photo by Brown Bros.

Photo by Ewing Galloway

A contrast in alleys

In some communities alleys are filled with filth and rubbish; in others they are clean and attractive.

diseases. Many cities maintain municipal hospitals which are a part of the working health unit. In the problems in this chapter you are directed to secure information concerning the activities of your local health department.

The state government and health. Every state has a department of public health and a public health laboratory. The duties of the public health department of the state are to see that the laws relative to health are carried out in all sections of the state. The department has broad powers

covering every city, town, village, and rural community. They not only examine and pass on all plans for public buildings, but they usually have power to inspect restaurants, bakeries, barber shops, and beauty parlors, as well as dwelling places. They inspect the conditions relating to air, cleanliness, and safety in factories and workshops and see that the laws of the state are enforced in regard to ventilation in schools and in all public places. During an epidemic, by means of quarantine they may regulate the assembling of crowds and the use of public buildings. They publish and distribute to local officers and to the general public circulars of instruction in regard to health. They have supervision and control of water systems, of the disposal of garbage, and of the use of rivers and streams used for the disposal of sewage.

The state health department usually conducts a laboratory which gives service to doctors and health authorities in the diagnosis of disease. Many state and city health departments publish regularly health bulletins advising the citizens as to ways and means of keeping well. They provide toxin-antitoxin for use on individuals who have been exposed to, or who have contracted, certain communicable diseases and vaccine for the prevention of smallpox. In most states it is the duty of the state health department to coöperate with, reinforce, and assist the board of health in the various cities, towns, and rural sections. This assistance is given also when the cases of some communicable disease are especially numerous in a particular community.

The United States government and health. The United States government also maintains a health bureau. It is called the United States Public Health Service. It is the duty of this bureau to coöperate with state and local governments in furthering health measures and in the

suppression of disease and epidemics. It supports a laboratory for the study of matters pertaining to public health and issues bulletins giving out health information.

In 1906 the United States government passed the Food and Drug Act. The purpose of this act is to stop the production and marketing of impure foods. Bottled goods or foods put up in tins must be properly labeled so as to show what they contain. If coloring matter is used, the words *artificial coloring* must be on each package or can. Patent medicines must tell the name and proportion of each ingredient. Many states have also passed pure-food laws which require some things not required by the federal law. This has been a great step forward in the maintenance of public health.

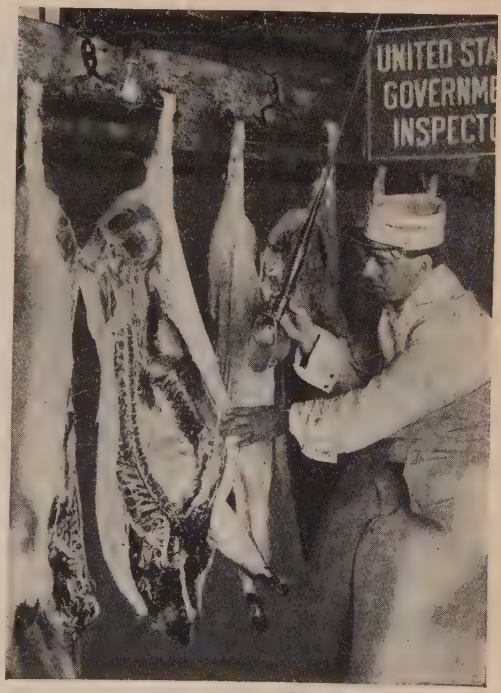


Photo by Ewing Galloway

A government meat inspector

The Interstate Commerce Commission has power to regulate the moving of the food supply from one state to another. This makes possible the inspection of meats by the health service in great packing plants and of all foods

and drugs which are shipped from one state to another. It makes the marketing of impure foods illegal. It also controls the sale of all cold-storage products which are produced in one state and sold in another. The Drug Act controls the sale of narcotic drugs, such as morphine and opium. Such drugs cannot be purchased or sold except under strict regulations which involve the written request of a physician.

The national government also gives attention to streams affecting the cities of one or more states. In many localities the dumping of sewage and waste into rivers and lakes is not allowed because this would pollute the sources of the water supply for towns and cities. For this reason the Mississippi River and many other streams and lakes have come under the regulation of the United States Public Health Service.

***Problem Two.** *Purpose.* — To become acquainted with the work of the local and state health service.

Direction I. — List five important duties of the board of health of your community. Report as follows:

1. It makes regulations governing the quarantine of persons having communicable disease.

Direction II. — Consult the state manual or reports issued by the State Department of Health. Complete the list of duties of the State Department of Health. Report as follows:

1. It publishes circulars of instruction in regard to the prevention of disease.

The public-health nurse. In recent years the public-health nurse, who is the field agent of the health authorities, spends most of her time visiting private homes or working among the children of the schools. The work of the visiting nurse in the homes is mostly with little children, babies, and their mothers. The visiting nurse advises the mother as to the proper food, clothing, and bathing of babies and

young children. According to statistics on the death rate in the United States in 1900, the number of deaths of children under five years was 26.6 per cent of the total number of deaths. In 1924 the per cent had been reduced to 16. This is in part due to the splendid work of the visiting nurse.

A school playground

Here is ample room for the sports and games that make for health.

The work of the nurses in the schools is to encourage the correction of defects in the health of children as well as to direct them in the development of desirable health habits and to guard them during times of epidemic. Public health nurses work among the children to prevent the spread of disease. When there is an epidemic, it is now usually considered better to keep the schools open and have school

nurses examine children daily than to close the school and allow children to play with others unguarded.

Education and health. Good health is a matter of education, habit, and coöperation. The school, therefore, is an important agent in our health program. Education in

A public playground

Every playground should be furnished with suitable playground equipment.

hygiene and sanitation is at the base of any health program. In the school the child has the opportunity to learn and to enjoy the benefits of well-directed play, both in the school building and on the playgrounds. Every modern school now provides gymnasiums for boys and girls in which they play healthful games and carry out certain activities that assist in developing a strong body.

The school is the place for every child to learn about the need of breathing good air, of eating proper food, of caring for the teeth, as well as how to dress properly and to protect himself from disease. Many schools now have departments of orthopedics. In these orthopedic classes children are given exercises to correct certain crippling defects in the spine or in undeveloped muscles which have become weakened through disuse.

In most schools courses are now given in home economics which teach the common facts about clothing, shelter, and food, including the importance of serving balanced meals and the proper method of eating. Many schools have swimming pools and shower baths which afford opportunity to teach a healthful and protective exercise as well as the value of cleanliness. First aid instruction is also given to swimmers, so that the number of deaths from accidental drowning may be reduced.

Value of medical inspection in schools. Many schools have medical inspection at least once each year. In this way both minor and major physical defects are detected by the school doctors. The children needing medical attention are requested to consult a physician. It is now quite common to employ special school nurses to guard the health of the children and to instruct them in good health habits.

Problem Three. *Purpose.* — To show how schools emphasize the value of good health habits.

Direction. — Place in your notebook a list of the ways in which schools foster good health habits. Report as follows:

1. The schools promote health by providing healthful recreation.

Working conditions and health. A few years ago little attention was given to the working conditions in mines and factories. To-day every factory is inspected as to ventila-

tion, lighting, and general cleanliness. The modern factory equipment has been greatly improved through state health laws. Proper ventilation is now provided by forcing pure air through factories. This removes all dust, smoke, and poisonous fumes from the air and has done much to improve the health conditions of the workmen.

Much is also being done in the great manufacturing states to decrease the number of accidents to industrial workers and in providing medical aid. All dangerous machinery is protected by mechanical guards and the employer is held responsible for all accidents which take place inside the factory. The state laws which have made employers liable in cases of accidents have greatly assisted in reducing accidents from machinery. Why is this true?

Health and housing. The state has recognized that very important factors in good health are pure air, proper disposal of house sewage, and perfect plumbing. Laws have been passed in all states, regulating the building of dwellings, for the purpose of preventing overcrowding in apartment and tenement sections. Building permits and licenses for running rooming houses and hotels are required in nearly all cities, so that the city may regulate and inspect living conditions in all such domiciles. Much improvement in living conditions has resulted from the passage of such laws and ordinances.

City zoning. Many agencies are now working to improve the housing conditions in large cities and crowded manufacturing and mining districts. The United States Public Health Service has made an investigation of the housing conditions in several cities. The report of these investigations has awakened the public to the danger of overcrowded home conditions. As a result, many model tenement districts have been built and community housing

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projects started. Another movement working for more healthful housing conditions, which many cities have adopted, is known as the zoning plan. The aims of zoning are to prevent overcrowding, regulate the height and position of buildings, separate residences from factory sections, and insure better conditions for health and sanitation in homes by establishing the character and use of each district. By this plan, for example, a manufacturing zone does not encroach on a residence zone.

The smoke nuisance. In large cities where the population is crowded together certain laws and ordinances have been passed to regulate smoke and fumes from chimneys. Most cities have passed ordinances to suppress the smoke nuisance and to force those in control of factories and apartment houses to install devices which secure a more complete burning of fuel, thus producing less smoke. Is this done in your community?

Importance of parks and boulevards. In centers where the population is crowded, such as New York, Chicago, Philadelphia, Cleveland, San Francisco, and other large cities, the public-health movement has been assisted by providing great park areas. Many smaller open spaces have also been provided in the crowded sections of cities. Around the schools are playgrounds and scattered through the cities are recreational centers, where adults as well as children may enjoy fresh air and recreational facilities. Picnicking, tennis, baseball, handball, golf, and other outdoor activities have been made possible by these recreation fields and buildings, all of which contribute toward the prevention and control of disease by making for better health. The importance of such playgrounds has become so well recognized that villages and even rural counties have set aside and developed parks in the rural districts.

Stop

The importance of clean streets, alleys, and yards. The establishment of large parks and recreation centers would be of little value in large cities if the city government did not provide clean streets, dispose safely of its garbage, clean its alleys, and provide a proper sewage system. Certain disease carriers, such as flies, mosquitoes, other insects, and even rats and mice, in the residential sections have caused the spread of great epidemics.

Every modern city sees to it that garbage is cleared away and aims to destroy buildings unfit for occupation. Home sections should be as much concerned as city departments to see that alleys are clean and paved, that garbage is removed regularly, that rubbish does not collect in back yards, and that breeding places for rats, mosquitoes, and flies are destroyed, in order that the general public health may be benefited. In summer, streets, alleys, and lawns are kept dampened so that the dust does not accumulate and move from one section of the city to another, carrying disease germs.

The importance of pure water supplies. Science has found that impure water is one of the chief sources of certain dangerous diseases. Typhoid fever and cholera are generally the direct result of polluted water. For this reason, cities, villages, and rural districts are striving to give to their communities an abundance of pure water. Statistics prove that in the city more typhoid fever occurs in the fall after people have returned from a summer vacation in the country than at any other time. This is because in rural communities the water supply is generally obtained from private wells. Wells are very easily polluted unless the location is such that no impurities can drain into them.

Cities depend to a large extent on lakes and streams for their water supply. It is necessary in some cases to go

many miles from the city for the source of pure water. Laws have been passed by the states and the national government to prevent the pollution of streams. Manufacturers using poisonous dyes or acids are not allowed to drain their refuse into streams if the lower course of the stream is anywhere used for a water supply. To still further guard the purity of the water supply, many cities have built great filtration plants in which the water is purified before it reaches the consumer.

Problem Four. *Purpose.* — To get information concerning the local water system.

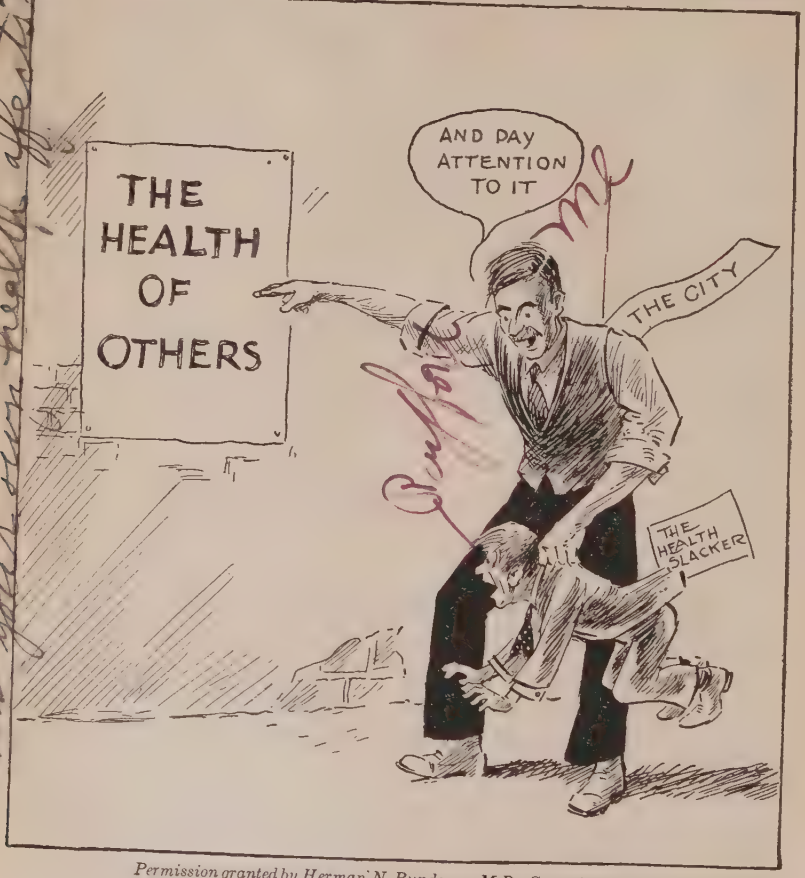
Direction I. — A committee should be named to examine the reports of city officials or consult the officers of water corporations, and to secure information for a report covering the following points:

1. the source of the water supply
2. methods of filtration or purification, if any
3. amount of water used per day
4. water rates
5. special provisions for fire protection

Direction II. — The class should place a summary of the committee's report in their notebooks.

The sanitary code. Besides the orders issued from time to time by the health authorities of the local community and the state, we find in many cities a set of regulations called the *sanitary code.* These rules define the duties of citizens in certain matters of health and sanitation. In such a code one will find a requirement that persons must keep their surroundings free from filth. There are also regulations concerning the disposal of waste. In some cities the health authorities enforce the sanitary code, while in others there are special sanitary inspectors who have charge of this work. How is this done in your community?

Health campaigns. In most of our communities public and private agencies are constantly seeking to educate



Permission granted by Herman N. Bundesen, M.D., Commissioner of Health, Chicago

The Golden Rule and health
Suggest another title for this cartoon.

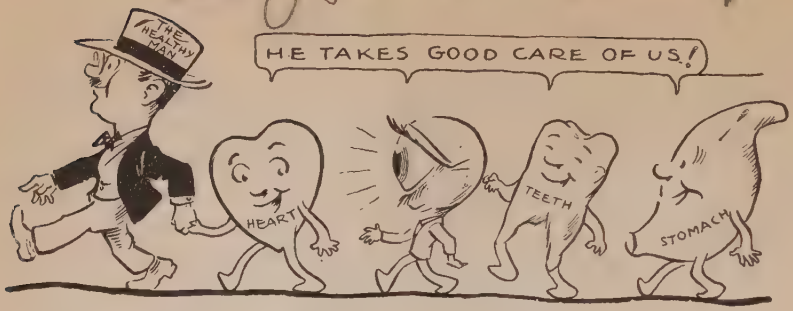
people in matters of health through health campaigns. This educational work is done by means of newspapers, circular letters, lectures, posters, and various advertising devices.

In this way we are taught the need of personal cleanliness and the value of sanitary surroundings. We are shown how babies should be fed, bathed, dressed, and treated in every way. We are advised on matters of food, clothing, and exercise. We are told how contagious diseases spread and what measures must be taken to check them. We are told of the ways in which mosquitoes and flies spread disease, and are encouraged to destroy these troublesome insects and to prevent their breeding. Health exhibits are also held from time to time covering such subjects as milk, tuberculosis, and the care of babies. How do such educational campaigns help in promoting public health?

Taking pride in the health record of a community. Every progressive community is interested in taking measures to keep its citizens in good health. It is now understood that a large number of cases of contagious disease and a high death rate are a disgrace to a city. Such facts show that the sanitary conditions are not what they should be. No city wants a bad record in such matters.

It is the duty of a citizen to assist the community in ridding itself of those conditions that are a menace to the health of children and adults. The citizen who wilfully undermines the health of others is an enemy of the community. He may find that it interferes with his convenience or his profits to observe certain regulations relative to sanitary matters or to the preparation of food stuffs for public sale. If he fails, however, to observe these regulations, he is likely to injure the health of others. In a very true sense we are our brothers' keepers in matters of health.

The health of a community can only be maintained through the willing and intelligent coöperation of all individuals. A high average of public health comes as a result of the coöperation of the homes, the schools, and the health



Permission granted by Herman N. Bundesen, M.D., Commissioner of Health, Chicago

What title would you propose for each of these cartoons?

experts of a community. Such coöperation is easy to secure where the citizens have a genuine pride in the health record of their community.

Testing What You Have Read

1. Is your good health or ill health anyone's business but your own? How?

2. Tell whether the following statements are true or false:

(*a*) The state has no department of health.
(*b*) The head of the department of health is always a doctor.
(*c*) The chief duty of the city health department is to cure diseases.
(*d*) City hospitals are often maintained as part of the work of the board of health.
(*e*) The work of the visiting nurse is mostly with little children.
(*f*) Schools are kept open when there is an epidemic so that children can be examined daily and first symptoms noted.

3. Under which unit of government — city, state, or national — does each of the following belong?

(*a*) provisions of the Drug Act
(*b*) providing vaccine for vaccination
(*c*) proper labeling of canned goods
(*d*) regulation with respect to smoke from chimneys
(*e*) providing visiting nurses to advise mothers in the care of babies
(*f*) zoning
(*g*) inspection of public buildings to see that laws are enforced

4. List five ways in which the schools train children in habits leading to good health.

5. Name three safeguards of a pure water supply.

6. What are some of the devices used in a health campaign to educate citizens?

7. Is a city disgraced in having a large number of cases of contagious diseases or a high death rate? Why?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*

I — 105–116
II — 118–128
III — 130–143
IV — 145–158

Dunn — *Community Civics and Rural Life*

V — 309–317
VI — 317–327

Hill — *Community Life and Civic Problems*

VII — 174–186
VIII — 186–196

Hunter and Whitman — *Civic Science in Home and Community*

IX — 43–61
X — 62–75
XI — 76–95
XII — 97–108
XIII — 109–122

Judd and Marshall — *Lessons in Community and National Life*

XIV — Series B — 113–120
XV — " C — 25–32

MARSHALL — *Readings in the Story of Human Progress*
XVI — 481–489

WOODBURN AND MORAN — *The American Community*
XVII — 91–109
*XVIII — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

Problem Five. *Purpose.* — To become acquainted with technical words and expressions which have to do with public health.

Direction. — From encyclopedias, dictionary, or public-health bulletins procure definitions of the following terms:

1. vital statistics
2. contagious diseases
3. tenement districts
4. occupational diseases
5. epidemic
6. quarantine
7. certified milk
8. pasteurized milk
9. city zoning
10. incineration plant

* **Problem Six.** *Purpose.* — To learn how the local health officers try to prevent the spread of communicable diseases.

Direction I. — A committee of the class should be named to secure from a physician or health officer information needed to answer the following questions:

1. What is a physician attending a person with a communicable disease required by law to do?
2. What do the health authorities do when a case of communicable disease is reported?
3. What does the family physician do in a case of suspected diphtheria?

4. What must the health authorities do when a case of smallpox is discovered?
5. How can school pupils help to prevent the spread of communicable diseases?
6. What are five of the most dangerous communicable diseases?

Direction II. — The questions and the answers of the committee should be placed in the notebooks.

CHAPTER VIII

PUBLIC SAFETY

What is public safety? The topic of public safety is a broad one. It includes activities of the government for the protection of people from accidents, injuries, and losses of different kinds. The value of an efficient local government is best appreciated when one considers questions of public safety. A good local government not only looks after the health of the people of the community, but it also protects them and their property in many other ways.

It is sometimes said that the government protects us one way or another from the day of birth until the day of death. We have outlined in the chapter on Public Health the manner in which our health is constantly safeguarded by the various units and agencies of government. However, in addition to public health the type of protection most commonly known to citizens is that afforded by policemen and firemen.

The value of police protection. Few of us realize to how great an extent the safety and comfort of the residents of a town or city depend upon the activity of the policemen. It is part of the work of the police to preserve order at all public gatherings. It is the policemen who keep people from going too near a burning building. It is the policeman who reports the failure of a citizen to remove ice and snow from the sidewalks. He makes the negligent property owners remove rubbish from alleys and streets. He protects people against automobile speeders as well as against

ruffians and thieves. If children are lost, he directs them to their homes or takes them to a station where they may be protected until located by their parents. He is a walking bureau of information concerning the streets, street-car lines, public buildings, and other facts about the city.

Too frequently boys and girls think of the police as the oppressors of the downtrodden. Again, they are too much

Junior high school boys helping younger pupils cross a street
Several million children cross such streets every day.

inclined to blame the police for interference with the play of boys and girls. This is an unfortunate and wrong attitude. It is very important for children in school to learn to think of the police as protectors and helpers. This point of view concerning policemen is taught children in the early years of the school in many of our cities.

The work of a policeman is made especially difficult because of the unwillingness of many citizens to coöperate. Contrary to the opinion of many people, it is not the duty

of a policeman to punish a person for a crime. His most important duty is to *prevent* the injury of property and other kinds of wrongdoing. A good policeman may make very few arrests. He prevents many arrests by advising people concerning the laws that they must observe. There are many

Photo from Ewing Galloway

A bad location for a playground

Yet in some cities the streets are the only places for out-of-door games many children can find.

ways to help a policeman and one of the most effective is to respect the rights of others. It is also possible to help by bringing to the attention of the policeman those facts that he needs in order to detect or prevent crime.

The prevention of accidents. Much of the time of the police is devoted to the prevention of accidents and the

discovery of causes for accidents. It is important for citizens to realize the extent of injuries traceable to accidents. In one year in New York City accidents led to the death of four thousand one hundred seventy-six men, women, and children. In addition to this number, there were about one hundred thousand nonfatal accidents.

A critical moment

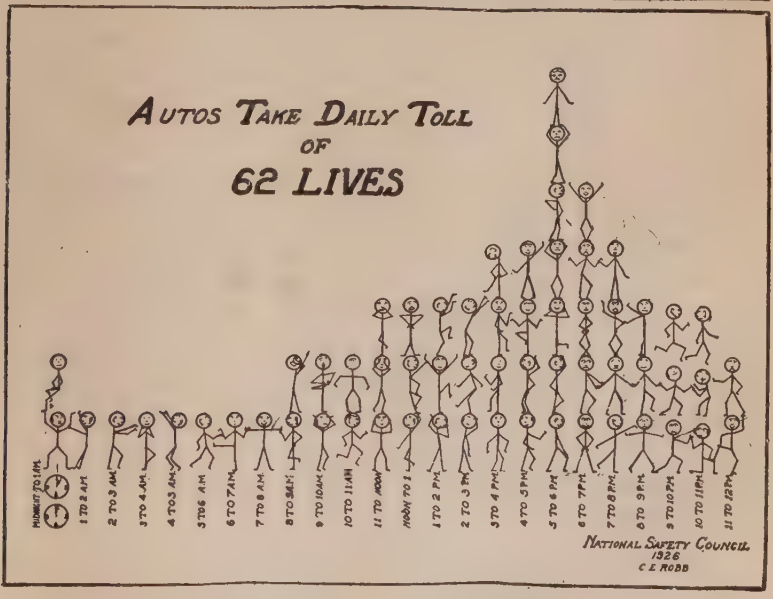
How did it happen? In case of injury who will be held responsible?

It has further been found that in New York City, in one year, one thousand fifty-four children under sixteen years of age were killed and twenty-five thousand were seriously injured. The situation in New York City is typical of that of the whole country. Our list of accidents totals about eighty thousand deaths and two million nonfatal accidents each year. When one considers the expense of caring for those injured by accidents, the time lost from regular work, as well as the suffering and sorrow brought to parents and

friends, the importance of the prevention of accidents is very evident.

Causes of accidents. It has been stated that the hazards which cause eighty per cent of the accidents have developed largely during the last thirty or forty years. For example,

Five O'Clock Marks Start of Auto Zero Hour
Which Is Most Dangerous Time in City Traffic



the recent increase in the use of electricity, of gasoline, and of the automobile have greatly increased the number of accidents. An examination of any daily paper will supply facts to prove the truth of this statement.

The most outstanding cause of accidents to children is their tendency to engage in dangerous kinds of play or to play in dangerous places. The importance of play is

appreciated by all, and extensive provision is made for it in all of the better cities. However, there are a great many children who refuse to play in protected places, and who take risks in playing in railroad yards, in public streets and highways, or in other unsafe places. The police are treating children kindly when they enforce rules against playing in unsafe places or against engaging in dangerous kinds of play.

Problem One. *Purpose.* — To find the extent to which children use the streets for play.

Direction I. — Each member of the class should count the number of children of school age who are playing on the sidewalks or in the streets of a given block during a fifteen minute period after school hours.

Direction II. — Make a list of the reasons why certain children play in the streets, as follows:

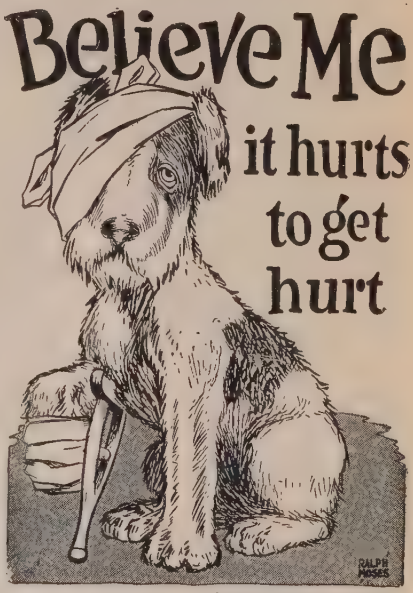
1. Because they do not have a yard of their own.

Some safety measures. Local and state governments pass many laws to protect people against accidents. Laws are passed to prevent speeding on the highways. On roads where traffic is heavy, signal lights are provided and operated to avoid accidents. Many states have passed laws regulating lights on automobiles and vehicles. Automobiles are licensed and numbered so that protection will be given to citizens from careless drivers. Drivers are licensed in most states, sometimes only after examination and tests, so that the state may protect its citizens by preventing individuals with imperfect sight or other disqualifying physical defects from operating trucks and automibiles.

Laws are passed to protect the citizen on the highway by making the town, city, or state responsible for the condition of the highways and bridges. Railroad crossings are guarded; often railroad companies are required to have watchmen or signals at dangerous crossings; and engineers

are required to reduce the speed of trains in order that our citizens may be protected.

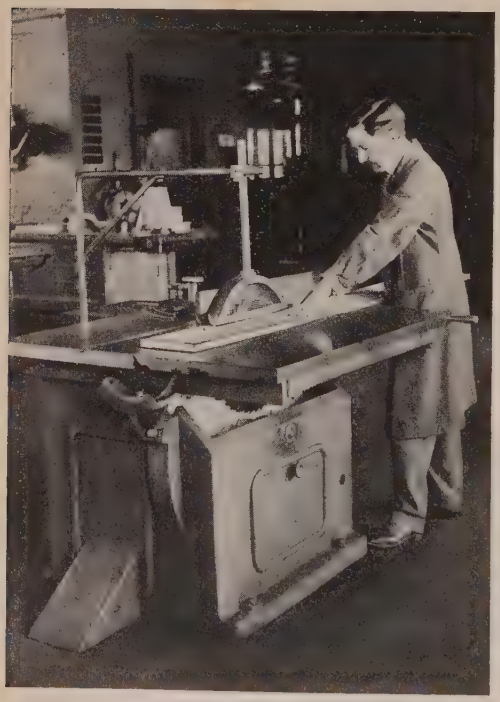
Safety in rural districts. The number of accidents in rural sections is greater than formerly. According to a report from the National Automobile Chamber of Commerce, the number of deaths in rural sections from automobile accidents totaled 4568 in 1925. This is an increase of 23 per cent over the record of 1924. In addition to the accidents resulting in deaths there were thousands of less serious accidents. It is no longer as safe as formerly to drive a team of horses on many of the country roads, and it is even more dangerous to walk on such a road, especially at night.



National Safety Council

The rule, "Walk to the left on country roads," is intended to decrease the number of accidents. The law in some states that all wagons, buggies, or other vehicles on a highway at night must display some light is also intended to decrease the danger of accidents. On some busy highways in rural districts traffic lights have been installed. The placing of warning signs near curves, hills, and crossings is an important safety measure in rural districts. The increasing number of accidents in rural sections is directing the attention of safety experts to the need of finding other ways of promoting safety on country roads.

Accidents other than those caused by the automobile are also more numerous in rural districts because of the extensive use of machinery on the farms. Many farmers use more different kinds of machinery than were found in some factories fifty years ago. The problem of safety education is therefore important in rural as well as in city localities. In some rural schools instruction in matters of safety is emphasized as much as in city schools.



A protected circular saw

Industrial safety. The interest of the government in protecting citizens from accidents is also shown in the laws governing the use of dangerous machines. It is now a common requirement that certain safety devices must be placed on dangerous machines. Every state in the Union has passed laws protecting the lives of its citizens while working. Buildings must be so arranged as to protect the workers. They must be properly ventilated. Fire escapes must be built for the safety of the workers in case of fire. All exposed machinery and belts must be so disposed or enclosed as not to

catch on either clothing or limbs. Men engaged in factories where bits of steel and sand fly about in the air are required to wear goggles to protect their eyes. Hazardous machinery is inclosed and operated only by skilled workmen. Most states prohibit the employment in shops of boys who are under sixteen years of age. Some of the states prohibit employment of boys under eighteen years of age as workers on machines.

Problem Two. *Purpose.* — To learn the safety rules of factories, garages, or stores.

Direction I. — Procure from some garage, factory, fire house, police station, or store a set of the printed rules relating to safety. If the rules are not printed, make a copy of some of the rules posted in the store, garage, or factory.

Direction II. — Two or more committees of the class should be named to arrange all of the rules under such headings as *fire, poisons, injury,* etc.

Direction III. — Copy in your notebook the reports of the committees named in Direction II.

The fire department. Another department in any town or city that contributes much to public safety is the fire department. It is usually unnecessary to explain the work of the fire department to pupils because they have been interested in the activities of firemen from their earliest years. It is, however, important to recall that the efficiency of the fire department depends in a measure upon the kind of fire-fighting apparatus provided by the city. To aid the fire department in reaching a fire as quickly as possible after an alarm has been given, some large cities designate certain streets as fire-department routes and automobiles are not allowed to park on these streets. In any event they are not allowed to park within a given distance of a fire

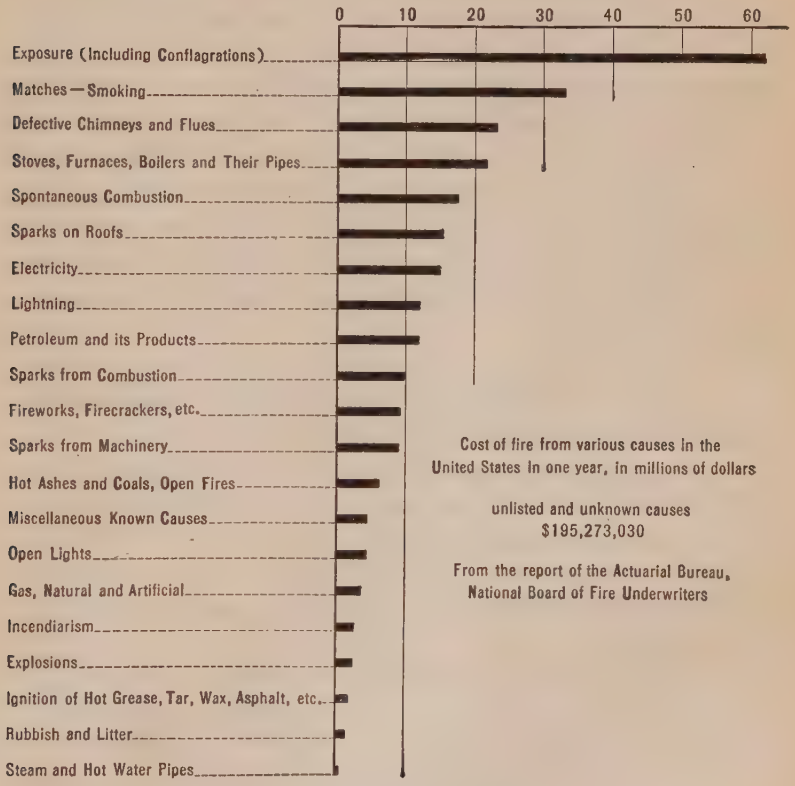
hydrant. It also depends largely on the coöperation of people in properly reporting the location of fires and in trying to prevent unnecessary fires. People should not hinder

Some fire risks

Explain the danger suggested by each illustration above.

the firemen in their work of fighting a fire by gathering in crowds or parking automobiles near the scene of the fire as is sometimes done.

The cost and causes of fire. Every year fire destroys an enormous amount of property in the United States. The loss in the year 1924 was estimated at $548,810,639. It has



Our annual tribute to fire

How many millions of dollars does the above graph show would have been saved if no fires had been started through carelessness?

been estimated that all the buildings burned in one year would fill both sides of a single street, reaching from Chicago to New York City. Nor is it a matter of property loss

only. Many fires threaten the lives of thousands of men, women, and children. Thousands of people lose their lives annually by fire.

The sad part of it is the fact that most of the fires are due to ignorance, thoughtlessness, or carelessness, and could be prevented. There are scores of ways in which fires are started, causing accidents and loss of property. Children are allowed to burn dry leaves and their clothing catches fire from the flames. Women pour kerosene or even gasoline on the fires in their kitchen stoves, resulting in explosions. Careless workers throw lighted cigars, cigarettes, or matches into heaps of rubbish. Tourists often throw matches in the dry grass or leave camp fires, either of which often results in forest fires.

Problem Three. *Purpose.* — To help prevent loss by fire.

Direction I. — Make a list of seven things that will help to prevent fires in your own home, such as:

1. Keeping closets free of waste paper and rubbish.

Direction II. — A committee of the class should be named to select the ten most serious causes of fire. Each pupil should be directed to copy the list in his notebook and use it to check the extent to which his home is free from each of the fire hazards.

The public-safety department. In many of the larger cities there is a division of local government called the *department of public safety.* In smaller communities the duties of such a department are performed by the police or a special officer. To this department of public safety is assigned the enforcement of rules and regulations governing the erection or repair of houses, garages, factories, stores, and office buildings. It is the business of the officials in this department to insure that the plans for buildings and the materials used are such as to reduce the danger of acci-

dents. Theaters and public buildings are inspected by the department of public safety. Laws and ordinances are passed to regulate the seating capacity of public buildings and the carrying capacity of elevators. Convenient exits are required in all such public meeting places. It too frequently happens that individuals, through a desire to build cheaply, will erect *fire traps*, that is, buildings that menace the health of tenants. Against such people the department of public safety is especially active.

Protection from fraud and trickery. The local and state laws contain many provisions for the protection of people from the dishonesty of others. The standard of weights and measures for the states is defined by Congress. You will find reference to this power of Congress in Article I, Section 8, Clause 5 of the federal Constitution. What does this clause contain? In all of our communities there is some officer whose duty it is to see that the official standard weights and measures are used by all merchants. This official tests the scales and other measures used by merchants. If a set of scales is faulty, it is destroyed. In the chapter on Public Health you learned that the public is protected through the pure food laws. Many communities employ agents to investigate milk, which may be impure or watered, and foods of an inferior quality which are mixed and sold with the best goods.

Testing What You Have Read

1. What is public safety?
2. Name five ways in which policemen aid in securing the safety of citizens.
3. State five requirements that laws have compelled factory owners to meet for the safety of their employees.
4. Explain the interest of farmers in matters of safety.

5. Recall at least three laws which have been passed to make the highways safer. Show how the enforcement of these laws protects the citizen.

6. In this chapter many ways are mentioned for preventing the spread of fire. You could help in at least three of them. What are they?

7. In crowded theaters or auditoriums, people often desire to sit on stairs. The management does not allow it, because in turn the state does not. Why? What division of the local government would enforce a law keeping the stairs clear and why?

8. When you buy a quart of milk, why can you feel practically certain it is a *full* quart and *unwatered?*

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*

I — 145–159
II — 160–178

*Dunn — *Community Civics and Rural Life*

III — 231–246

Hill — *Community Life and Civic Problems*

IV — 201–207
V — 210–216
VI — 219–231
VII — 231–238

Marshall — *Readings in the Story of Human Progress*

VIII — 374–384

Hunter and Whitman — *Civic Science in Home and Community*

IX — 385–397

PARSONS — *The Land of Fair Play*
X — 117–123

WOODBURN AND MORAN — *The American Community*
XI — 129–137
XII — 137–144
*XIII — Textbook on civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

Problem Four. *Purpose.* — To become better acquainted with the extent of fire protection which your city or village offers.

Direction. — A committee of three of the class should secure answers, to be copied in the notebooks by all the members of the class, to the following questions:

1. How many firemen are in the fire department?
2. How many fire-engine houses are there? Where are the two nearest ones?
3. What are the most common causes of fires in homes?
4. What are the most common causes of fires in stores, factories, and offices?
5. What are some of the newer kinds of fire-fighting apparatus?
6. What does the fire department do to prevent fires?
7. What was the amount of the fire loss in your city or village during the past year?
8. Were any lives lost in local fires this past year?
9. How could people give firemen more valuable aid in case of fire?

***Problem Five.** *Purpose.* — To learn the various causes of fires.

Direction I. — Make a list of the causes of fires as given in three issues of a daily newspaper of your own or a neighboring city.

Direction II. — Clip from a newspaper an account of a fire that was started through the thoughtlessness or carelessness of some individual. Paste this clipping in your notebook.

Direction III. — From articles in magazines, newspapers, encyclopedias, textbooks in civics, and other sources procure information on any one of the following topics:

1. The losses from forest fires and the causes for such fires.
2. The losses from fires in your own or in a neighboring city and the causes for such fires.
3. The extent to which property is covered by fire insurance; also the cost per $1000 of insurance on a frame building. On a brick building. This report may be based on an interview with a local fire insurance agent.
4. The losses from floods, the reasons why floods occur, and the means of prevention.

* **Problem Six.** *Purpose.* — To become better acquainted with the causes and prevention of forest fires.

Direction I. — List some of the outstanding causes of forest fires, such as:

1. Sparks from locomotives

Direction II. — List some of the ways by which the state and federal government try to prevent forest fires, such as:

1. Patrolling forest areas with airplanes

Problem Seven. *Purpose.* — To procure information concerning the local regulations governing the drivers of automobiles.

Direction. — A committee of the class should be named to secure from a manager of a garage, an auto-sales station,

a gasoline station, or a traffic officer answers to the following questions:

1. What is the maximum legal rate of speed in your town? In the country?
2. What are the rules concerning the use of lights?
3. What are the rules concerning parking in residential districts?
4. On the business streets of the city?
5. What are some of the principal causes for automobile accidents from the point of view of the automobile driver?
6. What are some of the principal causes from the point of view of the person walking on the street?

National Safety Council

Problem Eight. *Purpose.* — To find the extent to which your city or village is seeking to promote public safety on the streets and highways.

Direction I. — Make a study of your immediate community and list public safety devices, such as:

1. Traffic signals at important and dangerous crossings

Direction II. — Make a list of the menaces that you have observed. Report as follows:

1. The practice of allowing automobiles to park on crowded or narrow streets

* **Problem Nine.** *Purpose.* — To find what and how much the government does to prevent the sale of impure or harmful articles.

Direction I. — Talk with a druggist, a groceryman, a butcher, or a milkman, and get answers to the following questions:

1. What are some of the regulations that the government enforces in order to prevent the sale of impure milk, harmful drugs, or impure foods? Report in your notebook as follows:
   I interviewed Mr. —— who is a ————. He said that certain rules were enforced to prevent the sale of ————. These are as follows:

Direction II. — Find out in your interview how the regulations are enforced and report your findings in your notebook.

Problem Ten. *Purpose.* — To give practice in the interpretation of safety slogans.

Direction. — Draw a poster or a cartoon to illustrate any one of the following safety slogans for children:

"Stay on the sidewalk until the coast is clear."

"You can't run faster than an auto or a street car. Don't try to do so."

"A short ride on the outside of a vehicle may mean a long ride in an ambulance."

"The boy who won't take a dare may not take another."

"Look before you get off a car. It takes only a second but may save many hours of pain."

"Help the street car motorman or automobile driver by moving out of the way. They don't want to hurt you."

"Teach younger children to practice safety."

CHAPTER IX

PUBLIC UTILITIES

Public community services. In every community there are certain services which are needed by the majority of families. Among these necessities are pure water, electricity for light and power, and gas for lighting and cooking. In our larger towns and cities street cars, bus lines, and telephones are common necessities of many families. The individual or family is unable to supply these necessities and services as cheaply as they can be provided by the organized government of the community or by some private company or corporation.

A bus system, street railway, or steam railway would be by far too expensive for any one individual to provide for himself and family. The services rendered by all these plants or industries are useful and necessary in any community. Such useful service plants, supplied to the community either by individuals or by the government, are known as *utilities*, and are often spoken of as *public utilities*, because they are publicly useful — used by all people.

Problem One. *Purpose.* — To become acquainted with the common public utilities of the city, state, and nation.

Direction. — Copy the public utilities listed below in your notebook and mark with a plus sign in the appropriate blank columns the public utilities found in your city, state, and nation. Also indicate the ownership of each — whether private, municipal, state, or national.

Public Utilities. —	*Private* — *city* — *state* — *nation.*
water system	
bus lines	
street car lines	
telephone plant	
telegraph plant	
railroads	
interurban lines	
gas plant	
electric light and power plant	

Water supply. Water is a necessity which has influenced the dwelling places of man since the beginning of civilization. The pastoral tribes of Israel built and lived around wells. The Romans provided for a supply of fresh water for the city of Rome by conducting it from distant mountain streams into their city. The ruins of the structures built to conduct the water are still standing. Under the city of Constantinople are great cisterns built hundreds of years ago to supply the people with water in case of siege. All of our large American cities have gone to great expense to provide an adequate supply of pure, fresh water.

The city of Los Angeles brings its water from Owens Valley, two hundred and twenty-five miles north of that city. The water flows through great steel pipes which are carried through tunnels, over mountains, and across deserts. Chicago draws its water from Lake Michigan. New York City brings its water largely from reservoirs in the Catskill Mountains, ninety miles from the city. St. Louis has developed a remarkable system for the purifying of the water taken from the Mississippi River.

At the present time in most rural sections and in many smaller villages wells are dug and each family is able to

supply its own water from its own well. In the modern city, and even in the large villages, wells would be an insufficient means of water supply. It is more convenient for everyone and purer water is obtained if the water is supplied from deep wells or piped to the city from some distant stream, lake, or other mountain source. Pipes must be laid under the earth and the water purified and forced through the pipes to every home, where it is used for drinking, cooking, heating, cleaning, and sometimes protection against fire. The water supply for a large city costs millions of dollars.

Progress in water supply

There is a long line of development between a well on a small oasis, which the traveler had to reach or perish, and the supply of water to great cities by pumping plants and pipe lines.

Water is necessary not only in the homes, but for public and industrial purposes. It is used to flush and clean

streets, to sprinkle streets and lawns in summer, for public drinking fountains, for fountains in parks, and for fire protection. It is used in all the steam engines which turn the machinery in industrial plants and is in constant demand in various manufacturing processes.

The water system of a city is supplied either by the local government or by some private individual or company that enters into a contract with the city to supply sufficient water for all the purposes of the city. So important is the water service to the citizens of the community that the people require the government not only to supply it, but to control by constant inspection and regulation the amount of water to be supplied, the cost per thousand gallons or unit, and the purity of the water. The source of water supply is also a matter about which the public is always concerned in the interests of general public health.

Lighting and power. The proper lighting of the streets and homes of a city or village is a public service which is very necessary for the convenience and protection of the citizen. Think also how inconvenient it would be if we had to depend upon the candle to read by as our forefathers did in colonial days. Imagine how difficult and troublesome it would be if we had to carry our own light when we walked the streets at night.

It is interesting to read the objections of the people of more than one hundred years ago to the lighting of the streets. Here are some of them:

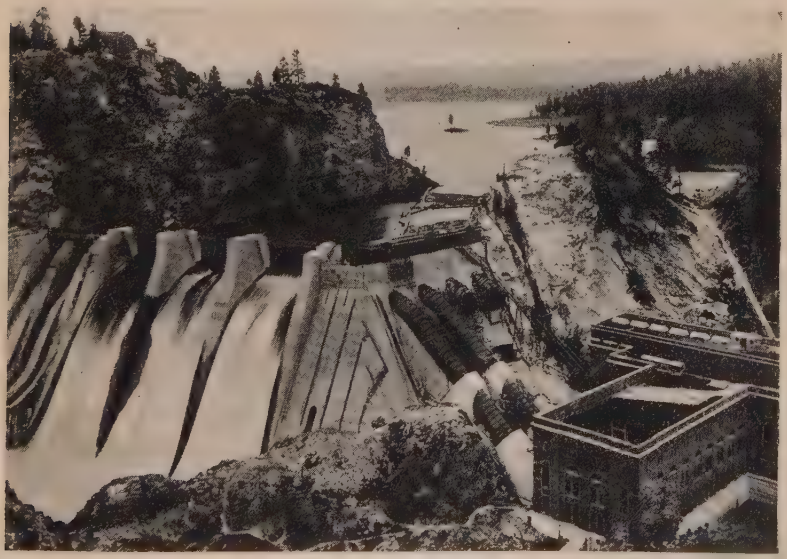
1. Artificial outdoor lighting is an attempt to interfere with the divine plan of the world, which has ordered darkness during the night time.

2. Illuminated streets will induce people to remain later out of doors, leading to an increase in ailments caused by colds.

3. The fear of darkness will vanish, and drunkenness and depravity increase.

4. Horses will get frightened, and the thieves will be emboldened.

We know that the modern city could not exist without the modern lighting system. It would, however, be impossible



© *Ewing Galloway*

Long Lake Power Plant, Washington Power Company, near Spokane

to have the well-lighted homes and streets of the modern city if the lighting system were not provided by the city government or by some private or public service corporation for the accommodation of all the people in the city. It would be too expensive for the average individual or family to manufacture gas or to produce electricity for private use.

The expense of laying pipes under the streets and of wiring the city for electricity is also very great. In order to bring

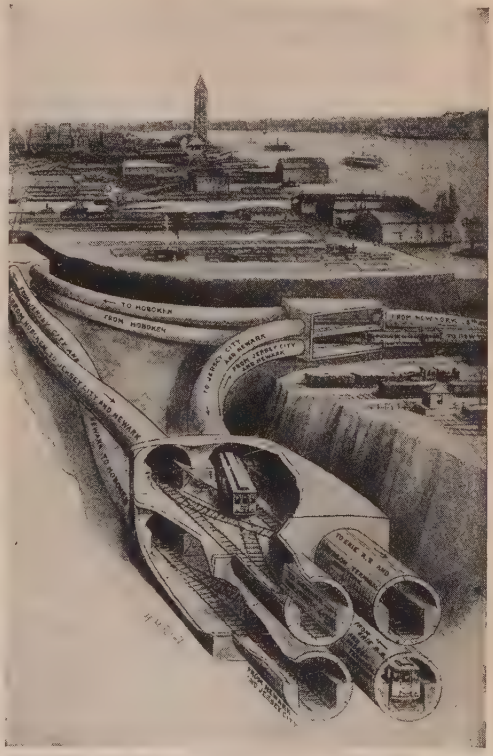
these utilities within the reach of every individual, it is necessary to produce them as economically as possible. It has been found that this can best be done when these services are either furnished and controlled by the government or delegated to private companies or corporations regulated by the government.

Going to work in a great city

Electricity and gas, like water, are *utilities* that are *public* because many individuals desire to have them; and it is always important that these products be supplied to the individual at the lowest possible cost. The power used by the street railways and many of the industrial plants comes from electricity. Power when used in this way, like electricity and gas, is a product that is a necessity.

Street railways and bus lines. Many are dependent on the street cars or bus lines to reach their places of work. A few people use their private cars to travel to work or to the parks and the pleasure resorts. In a large city it is not uncommon for people to travel to their work two miles, ten miles, or even as far as twenty-five miles. Regular service on the subways, street-car lines, or bus lines must be provided for those who depend on them for transportation.

A second important consideration to the worker who travels on the street car or bus is that he be carried at a low cost. The cost of a ride on a street car varies from five to ten cents. In most cities the government grants some private corporation the right to use the streets and to supply the conveyances in order that the service may be provided for the people at a low cost.



Courtesy, Hudson and Manhattan Railroad Company

Hudson River tubes as they emerge from under the Hudson and branch off in different directions at different levels

Steam railroads. The steam railroads of our country are one of the utilities which furnish an excellent example of the advantage and necessity for the coöperation of thousands of people to provide services which no single individual could provide for himself. With the invention and perfection of the steam engine railroads began to be built. The advantages of the railroad over transportation by water were soon felt. Railroads were more direct. They could be built over hills and valleys and across

streams and rivers. The steam railroad was also more rapid than the slow canal boat or the river steamer.

In the early period of its development the chief unfavorable argument against steam-railroad transportation was the great cost of construction and equipment. To overcome this difficulty and to encourage railroad building, the United States government not only gave private companies the right to build railroads across public lands, but granted them the lands outright over which the railroads were built.

The states also did much to foster and encourage railroad building, in many cases by grants of money as well as grants of land. Railroads began to be built very rapidly, and the people were obliged to pay whatever freight rate or passenger fare the railroad companies saw fit to charge. The railroad companies then became so powerful that the people often had just cause for complaint. In order to protect the citizens against excessive cost, the government passed laws regulating the prices to be charged by railroads and often forced the companies to give good service.

The postal service. The postal service was one of the earliest utilities taken over, operated, and controlled by the government. The necessity of having letters and other mail carried with certainty and at a very low cost into every part of the country, at a time when few people used the mails, made it necessary for the government to provide that service for its citizens.

Some forms of mail are still carried by the government for less than the service costs. Magazines, newspapers, and matters of general reading which have educational value are still carried at a loss, and the cost is made up by taxation or from the profits made by carrying first class mail. This has been done so that people with small incomes may have the advantages of magazines and news-

papers. Every year the United States government raises by taxation a sum of money sufficient to cover any deficit incurred in running the Post Office Department. Because no private concern would be able to carry the mail so cheaply as the government and protect it so well or give as certain service in out-of-the-way places, the people through their government have organized and provided this service for themselves.

Other public utilities. Modern inventions are daily bringing to the people more and more conveniences. Many times these conveniences cannot reach the individual except through the use of private property. The telephone and telegraph are conveniences used by thousands of people. The telephone and telegraph companies must place their posts on public streets and highways or lay the wires in pipes under the streets. Therefore the telephone and telegraph have become public utilities. In many cities there are central plants which furnish heat and refrigeration to most of the hotels and business firms of the city as well as to private dwellings. As the pipes for steam heating and refrigeration are laid under the streets and the service used by the public, heating and refrigeration are also rapidly becoming public utilities.

Public franchises. Whenever public utilities are discussed we frequently use the word *franchise*. A franchise is a right granted to some individual or corporation to use the public streets and highways or to exercise some other privilege which the public may grant, in order that the individual or corporation may perform services which the public needs. In the case of the street car the corporation is permitted to lay its tracks in the center of the street. In the case of gas and water the companies are permitted to lay the pipes underneath the street.

In case of electric-light, electric-power, or telephone service the companies are permitted in some places to use the streets for erecting poles to carry the wires, while in other places the companies are required to place their wires underground. The franchise is really a contract entered into

Photo from Ewing Galloway

A municipal grain elevator in Seattle

This elevator is equipped to connect with both rail and water transportation and to load storage grain into vessels at the rate of 24,000 bushels per hour.

by the government and the individual or corporation. Most franchises are granted for a period of from twenty to thirty years. They usually place certain restrictions on the corporation and designate the services to be given to the public, as well as limit the prices that may be charged for the services. They also provide that services must be

given in newly developed territories. Some cities have taken over all transportation facilities. In that case the transportation facilities are said to be under *municipal ownership.*

Monopolies. Competition in public utilities has been found to be inefficient and wasteful. For example, two or three telephone companies in a city cause confusion; several sets of posts or cables in the same street would be costly and unsightly; and in order to reach all customers, a business firm would have to patronize each telephone company. On this account the state utility commission generally grants a public-utility franchise to only one individual, company, or corporation for each field of service. Such a concession is called a *monopoly.* This name is applied to it because the company has no competition. In the very nature of the business competition is impracticable and against the best interests of the public.

Government control. The necessity for government control of public utilities was brought to the attention of the people when the railroads began building competing lines, in many cases parallel to one another, in order to bring about competition. It was thought that competition would lower the freight and passenger rates; but the strong railroad companies soon bought out the short lines and the weaker lines, and rates were raised instead of being lowered. The building of these railroads serving the same territory by rival companies was also expensive and unnecessary.

There arose, too, discrimination in the rates charged, especially in the case of freight. A large shipper was given a lower rate per ton, because of the large amounts he shipped, than the small shipper. "Long hauls" were relatively cheaper than "short hauls." So in 1887 Congress established the Interstate Commerce Commission. By the Hep-

burn Act Congress added to its powers in 1906, so that it now regulates all public utilities which pass from one state to another, such as railroads, telegraph and telephone lines, pipe lines, and steamship and express companies.

Public-utilities commissions. In order to further regulate the various public utilities within the state, many states have created a public utility commission. This commission is composed of men whose business it is to pass on the rate to be charged for any kind of service such as telephone, electric light or power, and gas. Such a commission also determines whether or not new railways, new telephones, new bus lines, and the like may be built. It is also the business of this commission to require good service from public-utility corporations which aim to serve the public.

Public ownership compared with private ownership. In some of the cities of the United States certain public utilities, such as the street railways and gas plants, are owned by the local government instead of by private companies or corporations. In such cases we speak of municipal ownership. Wherever a public utility is owned by the city, the citizens themselves have usually decided by vote that they prefer municipal ownership to private ownership of that particular utility.

Those in favor of public ownership argue: (1) That public utilities are more easily regulated under government ownership; (2) that rates are lower and services better; (3) that public ownership means a better wage and better treatment for employees; (4) that under *private* control the public-service corporations are constantly attempting to influence public officials in their favor. Those who argue against public ownership hold: (1) That private corporations are more efficient and render better service with less cost; (2) that workers under government ownership generally

demand shorter hours and higher wages and produce less; (3) that it is hard to discharge or get rid of inefficient government employees; (4) that municipal ownership means the control of government by organized labor. The question of the relative merits of public and private ownership is difficult to settle. It depends largely on the kind of service desired.

Testing What You Have Read

1. Is a large department store in a city a public utility? Why?

2. Name six public utilities. Why are they public utilities?

3. Why does not each home in a city produce its own electricity, manufacture its own gas, and dig its own well for water supply?

4. Why did the government have to pass laws regulating the rates charged by railroads?

5. Are you in favor of public ownership? Give your arguments. What arguments would your friend who is against public ownership give?

6. If you have read carefully you will be able to tell which of the definitions given below belongs to each of the following: *monopoly, franchise, public utility:*

(*a*) a right granted to an individual or corporation to use the public streets in order to perform services for the public

(*b*) a useful product or service supplied to the public by individuals or by the government, for which the individual, company, or government uses the public streets or highways

(*c*) a concession granted to only one individual, company, or corporation by the government

Using Your Class Library

Judd and Marshall — *Lessons in Community and National Life*

I — Series C, 25–32

Lapp — *Economics and the Community*

II — 108–112

Marshall — *Readings in the Story of Human Progress*

III — 409–417

IV — 417–425

Woodburn and Moran — *The American Community*

V — 245–250

*VI — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

* **Problem Two.** *Purpose.* — To find the cost and to study the operation and general management of certain local public utilities.

Direction I. — Committees of the class should be appointed to investigate three or four of the local public utilities and prepare a report as follows:

1. The name of the public utility
2. The names of the owner and the resident manager
3. What per cent of the people of the community use the service?
4. What rates are charged? Are these rates high or low as compared with rates elsewhere?
5. What unfavorable opinions have you heard expressed of the service?
6. What favorable opinions have you heard?

Direction II. — Each member of the class should place a summary of the reports of the different committees in his notebook.

Problem Three. *Purpose.* — To become familiar with the powers and duties of the State Utility Commission or the equivalent body for your state.

Direction I. — From the State Manual or Directory find the names of the members of the State Utility Commission, by whom they are appointed, and their chief duties. Place your report in your notebook.

Problem Four. *Purpose.* — To become acquainted with the arguments for and against public ownership of any one of the common public utilities.

Direction I. — From reading newspapers or talking with your parents and other adults, find out the arguments for and against public ownership of any one of the local public utilities in your community. List your reasons, some of which should refer to local conditions, in your notebook as follows:

For Public Ownership	*Against Public Ownership*
1. If a profit is made it is returned to the public.	1. The public officials are not likely to be as competent as private owners.

* **Problem Five.** *Purpose.* — To become familiar with the Interstate Commerce Commission and its powers and duties.

Direction I. — From the State Manual, the State Directory, the encyclopedia, or from books on civics, find out how many members the Interstate Commerce Commission is composed of and by whom they are appointed.

Direction II. — List the powers and duties of the Interstate Commerce Commission.

CHAPTER X

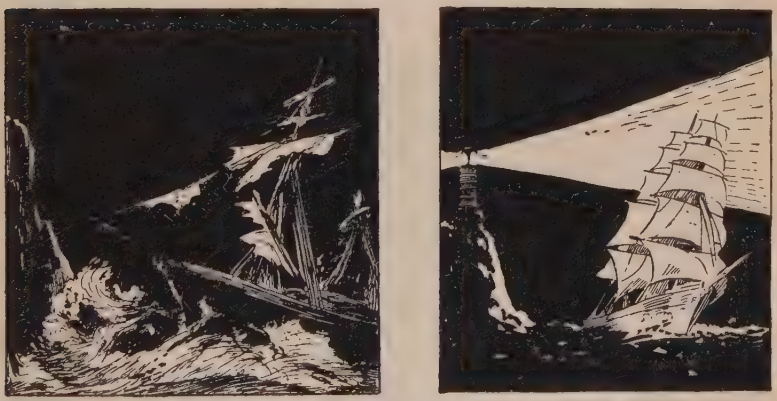
SCHOOLS AND EDUCATION

The provision for education in America. The typical town or city in the United States spends more money for education than for any other public enterprise. Almost all towns and all cities now maintain elementary schools and high schools. The larger towns and cities offer special commercial, trade, and industrial courses, and some of the very large cities have their own colleges and universities.

In the rural districts the elementary school is found in every township. In many townships a centralized high school is provided, in which agricultural courses are often offered. The children in the surrounding districts are taken by auto buses to the central school. This means a wonderful opportunity for the boys and girls of this country. It is now possible in many states for every child, whether he lives in the city or the country, to have the best educational advantages. In most of the European countries such educational opportunities as are provided every child in the United States are enjoyed chiefly by children of parents in certain classes.

Education and citizenship. Immediately after the Revolutionary War, when Jefferson, Adams, Franklin, Washington, and other national leaders began to frame policies for our future government, their plans provided for popular education. These leaders knew that if every individual was to have a vote and equal civil rights, education was necessary. These men all believed in schools supported by taxation.

When the great expanse of undeveloped land known as the Northwest Territory was organized, education was not neglected. The Ordinance of 1787, which provided the government for the Northwest Territory, stated that "Religion, Morality, and Education, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." This provision for education contained in the celebrated Ordinance



Education is like light. It helps us to keep off the rocks and shows us the safe course to steer.

of 1787 has since been adopted by all states and the famous quotation has been placed in many schoolrooms and college halls. It should be learned by every boy and girl, as it states the main reasons why we have a free public school system in every state in the Union.

Every pupil should understand that the school is one place in the world where there is equality of opportunity for all who possess character, ability, industry, and ambition. These qualities are sure to be recognized by your associates and teachers in school. The schools provide every child

with an opportunity to develop his physical, mental, and moral life. It is through education that liberty is made possible and permanent, for education and training tend to lead pupils to recognize and obey wholesome authority and to respect the rights of others. It is very necessary that every child, to become a happy citizen or a leader in his community, shall have this training. Why is the school one of the most important of our institutions for the training of character?

Problem One. *Purpose.* — To find a list of the reasons for maintaining schools.

Direction I. — Prepare a list of the reasons for supporting schools as given in any one of the reference books in the class library. Consult the index under the headings "Schools," "Education."

Direction II. — A committee of the class should place on the blackboard a list of the reasons most frequently found.

Educational agencies. Our education begins in the home, and it is commonly said that a child learns more during the first two years than during any other period of life. The school supplements the education of the home. The church also contributes to our education, as do likewise the library, the daily newspaper, the playground, the movie, and a score of other influences and agencies. The goal of education in a democracy such as ours is to give each individual the kind of training that will help him to earn a good living, to be honest, and to be a happy, contented, and helpful citizen.

The aims of education in a democracy. In a democracy the schools should emphasize seven main purposes in education.

The *first* of these purposes is *health.* Every boy and girl should develop a sound mind in a sound body, both for his own benefit and for the benefit of his community. We

even look ahead and say that the boys and girls of to-day should aim to have perfect health for the sake of future generations, for the boys and girls of to-day will be the fathers and mothers of the children of the next generation. This purpose can be brought about through continuous

Photo by Ewing Galloway

An old-fashioned country school

effort to reduce and control communicable diseases, and by carrying out the health program described in the chapter on Public Health.

A *second* aim of education is to give pupils a mastery of certain fundamental subjects which they will need in the business of living. Every person should be able to read intelligently and to express his ideas accurately, both in written and oral English. Without these abilities one is unable to acquire new ideas with ease or to make his own

ideas clear to others. Every person should also be able to apply mathematics, the sciences, and other school subjects to practical work.

A *third* purpose of education in a democracy is to have every pupil learn to appreciate the purposes and importance of home life. Every child should learn to do his part in

A modern public school

coöperating to make the home life a happy one. The courses in social science, home economics, music, art, manual training, and health contribute largely to the aim of worthy home membership.

The *fourth* purpose of education emphasized in our schools is training for a vocation. We must prepare ourselves to earn a living and to serve others by doing the kind of work for which we are best fitted. An educated person ought to be able to make a better living than an uneducated person.

Saluting the flag

In all schools, both public and private, the teachers give instruction in the history, meaning, and traditions of the flag.

and he ought, therefore, to be better able to serve his community. Statistics compiled by government authorities prove that there is a close relationship between one's earning capacity and the education he possesses. It therefore pays the individual as well as the country to secure a good education.

The *fifth* of these aims is training for *citizenship*. If we were governed by only a few, education of the great mass of people would not be so important. The people would simply obey. In a government like ours, people rule through representatives. For that reason all must have sufficient education to read and to form opinions. They must also have sufficient intelligence to select able and honest representatives and to coöperate with others for the common good of the community, state, and nation.

The *sixth* of these aims is training for the proper use of leisure time. All of us should have and most of us do have some time when we do not have regular work to perform. Many persons waste this time in idling or in harmful pleasures. The schools are constantly trying to help pupils to learn how best to use leisure time. It has been well said that a man can be judged by the way he uses his leisure. The reading of a good book, the playing of a wholesome game, the appreciation of the work of a great artist, playing or listening to music, and the enjoyment of the beauties of nature are among the many worthy ways to use leisure. These activities tend to develop high ideals while at the same time they give relief to the monotony and strain of the day's work. The truly educated person is trained to use his leisure in such a way as to bring health and happiness to himself and others.

The *seventh* of these aims is training in matters of *character*. This is the most important of all of the purposes of

education in a democracy. Education of the right kind will result in high ideals and right habits and arouse the desire and determination to do right. It is because of this aim that we should constantly emphasize such virtues as honesty, truthfulness, prompt obedience, respect for the rights of others, cleanliness, purity of speech, generosity, self-control, kindness, and industry. A person who lacks these virtues has not received the kind of training or education that the schools are seeking to give.

Compulsory education. This review of the aims of education makes it easy to understand why the American people have provided laws requiring all children to attend school. Not many years ago fathers and mothers were allowed to keep their children out of school, but it is now a legal and moral duty to keep them in school. Most people now agree that parents have no right to let their children grow up in ignorance. Ignorant people are likely to be a burden on society and are not the citizens that America wants. If we are to have a democratic nation of healthy, useful, intelligent, and happy citizens, it is necessary to require a certain minimum education for all boys and girls.

Problem Two. *Purpose.* — To find why pupils leave school before they graduate from high school.

Direction I. — Make a list of six possible reasons why boys and girls leave school before graduation from high school. Be prepared to discuss in class the reasons you have listed. Report as follows:

1. To earn money for better clothes or to have more spending money than their parents can give them

Direction II. — Add three ways to encourage boys and girls to continue in school, as follows:

1. Making school a more enjoyable place than the shop, store, or factory

Photo from Manning Bros.

A good school library

This is an important part of every school building. We should all be trained to use and to appreciate books. How does this library differ from the one in your own school?

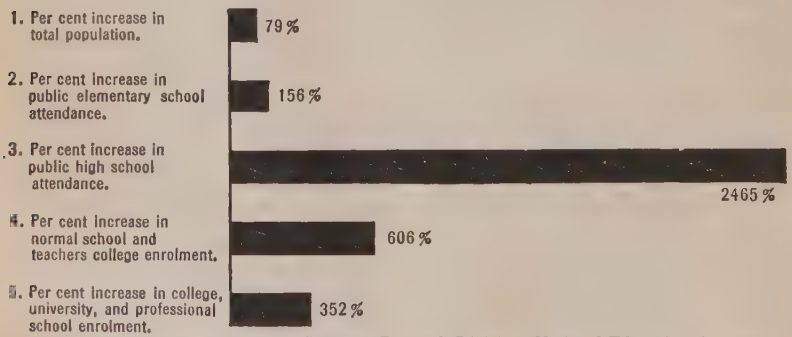
The kinds of schools. In the United States the individual may be educated in any particular type of school his parents desire. The nation or state is concerned only in making certain that every child capable of training is given an education. The great majority of children are trained in the public schools. The remainder are trained in private or church schools. The public schools are supported by public taxes, and the private and church schools are maintained by gifts of money or by tuitions paid by the parents. Schools are further classified as elementary, junior high, and senior high schools. It is also possible to find different kinds of high schools, such as vocational, technical, commercial, and manual arts.

The state control of schools. Education in the United States is considered a state obligation; but while the state passes laws to compel, regulate, and control education and to provide the method of its support, the local communities organize and direct it and pay for it out of the taxes. Sometimes, too, they receive aid through state taxes.

The school which you attend is only a part of a great system of schools. It is a part of the policy of every state to prescribe districts for the purpose of maintaining schools. The smallest of these districts may have so few pupils that a one-room school building is adequate. Other districts may have so many pupils that scores of large buildings are needed to provide for them. The schools of a district are under the direction of a local board of education, or board of school trustees or directors, as it is called in some localities. This board has general charge of the schools and, as needed, employs teachers, principals, and superintendents. The board also makes needed regulations for the government of the schools and determines other policies pertaining to local school matters. The members of the board of educa-

tion are usually elected by the voters, although in some districts the state provides for the appointment of the members by other city officials.

In a few states a part of the expense of local schools is paid by the state. In such states a fund is created by taxation, and each district is given its proportion. This fund is sometimes called the state school fund and is distributed among the school districts on the basis either of the school enrollment or of the number of pupils of school age. In this way the poorer districts can maintain better schools than would be possible through local taxation alone. In a few states all taxes on such public utilities as the railway, telegraph, and telephone are turned over to such a fund.


1. Per cent increase in total population.
79%
2. Per cent increase in public elementary school attendance.
156%
3. Per cent increase in public high school attendance.
2465%
4. Per cent increase in normal school and teachers college enrolment.
606%
5. Per cent increase in college, university, and professional school enrolment.
352%

Courtesy, Research Division, National Education Association

A comparison of increase in total population with increase in school attendance from 1890 to 1924

This graph tells the story of the great increase in popularity of high school education. How do you explain this increase?

The value of graduation from the high school. The aims of our schools are so important that it would not seem necessary to urge boys and girls to take full advantage of the training they offer. True — many boys and girls must leave school at an early age. Many drop out because of ill

health, while others leave to help their parents earn a living for the family. It has been found, however, that pupils leave school chiefly because they lack understanding of the value of an education. Persons who have not completed a high school education may not take the training needed for entrance to such professions as law, medicine, pharmacy, dentistry, and in many states, nursing.

It is also becoming increasingly difficult for persons who are not high-school graduates to secure even minor positions in the larger business firms of our cities. The earning power of high-school graduates is usually much greater than that of an individual who has not graduated from a high school. There are some exceptions to this general rule, and in every community there will be found many successful business men who are not high-school graduates. Most of these men, however, are the strongest advocates of high-school education.

It is frequently very difficult for a person to return to school after he has passed the usual school age. It is therefore important for boys and girls to take full advantage of their opportunities for schooling. Before leaving school, one should advise with his principal or school counselor, as well as with prominent townspeople. In the chapter on Earning a Living, you will learn more about the various kinds of occupations and the training necessary before you can enter any of them.

Problem Three. *Purpose.* — To consider the value of high school training.

Direction I. — List five arguments in favor of this proposal: All boys and girls should be required to remain in school until graduation from high school or until they reach the age of nineteen. Report as follows:

1. Because high school training increases earning power.

A group of University of Illinois buildings

Photos by B. A. Strauch

Agriculture.
Physics.
Chemistry.
Law.

Direction II. — List three reasons for your belief that it would be impracticable to enforce the above proposal in the case of all boys and girls.

Testing What You Have Read

1. The typical town, city, or district spends more money for education than for any other enterprise. Show how and for what educational purposes this money is spent.
2. Who among our early American leaders encouraged public education? Why did these men think that education at public expense was necessary in the United States?
3. What are the educational agencies mentioned in this chapter? Show how each of these agencies helps the others. What is the goal of education in our country?
4. Write on a piece of paper the seven main purposes of education, making clear the meaning of each.
5. Do you think that the purpose of education as stated in this chapter supplies a good reason for compulsory education? What reasons does this chapter give for compulsory education?
6. Does education help a boy or girl to get ready to earn a living? What proof is given in this chapter?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*

I — 46–57

Hill — *Community Life and Civic Problems*

II — 53–61
III — 61–67
IV — 67–76
V — 76–83

HUNTER AND WHITMAN — *Civic Science in Home and Community*
VI — 395–406

JUDD AND MARSHALL — *Community and National Life*
VII — Series A, 97–104
VIII — " B, 161–168

LAPP — *Economics and the Community*
IX — 29–30
X — 45–46

LYON — *Making a Living*
XI — 575–582
XII — 582–594

MARSHALL — *Readings in the Story of Human Progress*
XIII — 432–439

ROSS — *Civic Sociology*
*XIV — 113–118
*XV — 118–125

WOODBURN AND MORAN — *The American Community*
XVI — 33–38
XVII — 38–51
XVIII — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

Problem Four. *Purpose.* — To consider the reasons for expending money to maintain schools.

Direction. — Read an article on schools or education in the encyclopedia, a textbook on civics, any reference book, or local newspaper, and make a summary of the reasons

that justify the expenditure of public money to maintain schools in a democracy.

Report your findings as follows:

In an article in ———— I found the following reasons given for maintaining schools:

* **Problem Five.** *Purpose.* — To compare the schools of to-day and those of former times.

Direction. — Pupils should secure information from encyclopedias or histories or through talks with adults in order to answer the following questions. The teacher may allow a few pupils to compare schools in America with those of some other country:

1. How did the school buildings of the earlier period differ from your school building?
2. How did the punishments used by the teachers differ from those of present teachers?
3. What studies of the present school were not provided in the earlier school?
4. Did children have as good a chance to go to school then as to-day?
5. Does the education of to-day help a boy or girl to earn a living? Give reasons.

* **Problem Six.** *Purpose.* — To estimate the educational value of various kinds of community agencies.

Direction I. — Write the following list in your notebook and underline the names of three agencies which you believe have the greatest value as a means of public education:

Radio, public lectures, movies, night schools, conversations, theaters, museums, newspapers, magazines, churches, public libraries, correspondence-school courses, fairs.

Direction II. — Make a list of your reasons for underlining any one of the three. Be prepared to discuss in class the reasons you have listed.

* **Problem Seven.** *Purpose.* — To collect and organize certain common information concerning local public schools.

Explanation. — This problem should be assigned to special committees of those members of the class who have finished the first six problems. The best report or a report based on the best reports should be submitted to the superintendent of schools for his examination.

Direction. — On the basis of your previous experience in school, your observation, the reading of newspapers, and the reports of the board of education, answer briefly each of these questions:

1. How are the members of the school committee or school board elected or appointed?
2. What is their number, how long do they serve, and how much are they paid?
3. What is the total annual expense for local public education?
4. Is the money for schools derived from local general public funds or does the county or state assist in the expenses?
5. Are schoolbooks furnished free by the school district?
6. Is a truant or attendance department maintained?
7. What is the total enrollment of all of the grades in the public schools?
8. Are local schools for handicapped children maintained?
9. Are kindergartens maintained in the public schools of the community?
10. Are evening schools for foreigners, ignorant of the English language, maintained? If so, what is the attendance?
11. Are evening schools and public lectures for adults maintained?

CHAPTER XI

THE CARE AND TRAINING OF THE HANDICAPPED

The needy and dependent. In every community there are a few individuals who are unable to care for themselves and who are therefore dependent on others. All of us are dependent on our parents in our earlier years. Our parents give us food, clothing, medical care, a home, and help us to secure an education. As soon as we grow up we become independent and self-supporting. We may in turn contribute to the support of our parents in their old age. Some children do not think of themselves as dependent on their parents and too frequently forget the obligation that they owe to their parents in later life. What the parents provide for their children the community must frequently provide for many adults and a few children, who, for some cause, are unable to provide for their own support.

Classes of dependents. The two principal classes of dependents are the physically handicapped and the charity group. The first class is composed of those who suffer from some physical handicap which makes it difficult for them to earn a living and to care for themselves. In this group are the deaf, the blind, and the crippled. In the second class are those people who, because of temporary sickness, lack of work, or general inefficiency, are unable to provide enough for their own support. It should be remembered that dishonesty, laziness, and shiftlessness bring many people to depend on others. However, it should be also remembered

that many honest and deserving families are dependent on charity. Sickness, accidents, or the death of the wage-earner are common reasons why families ask the aid of the community. Another set of causes is found in lack of employment, due either to strikes, "shut-downs," or business depressions.

Methods of helping the handicapped. Everyone of us is certain to come into contact with cases of need. It may be that we discover such cases as we go to and from school. There are two ways in which we can help the needy without much effort. These are: (1) to report the need to an officer of the law, that is, a policeman, juvenile-court judge, or other city official; (2) to telephone or write one of the public welfare agencies giving the person's name and address. It is a part of the work of a good citizen to do one of these two things in any case of need.

It is a common experience in our large cities for one to be asked to give small amounts of money to street beggars, tramps, and unfortunate persons. Frequently we take no trouble to inquire why the individual is in need. We have a feeling of satisfaction in giving a little money to the unfortunate. In former times through this careless method most of these unfortunates secured their living, and street beggars were far more common than at present. That method of charitable giving often fails to reach the really needy and it may encourage the very unworthy.

In recent years there has been an effort to take care of unfortunates in a more thoroughly coöperative way. Social workers, such as the public-health nurse, social-service secretary, and the social investigator, are employed in our cities in relatively large numbers. Our states and our local communities provide for the aged; the infirm, the blind, the orphaned, and other classes of dependents.

Welfare agencies. In many of our cities it is now an annual practice for all of the citizens to join in raising what is called a *community fund.* This fund is intended to help out the expenses of the different welfare agencies. In some communities these welfare agencies include such organizations as the following: the Old Ladies' Home, the Salvation Army, the Y. M. C. A. and the Y. W. C. A., the Catholic Welfare League, the Associated Charities, and the Humane Society. In some communities there are many more public welfare societies. It is part of the duty of a good citizen to give a portion of his income to the support of such agencies.

If a neighbor discovers that the people next door are in need, a report is sent to one of the welfare agencies of the community. This welfare agency sends a visitor who attempts to find out why the family is in such difficulties. It may be that the man, the support of the family, is out of work. The visitor will try to secure another position for him. Or it may be that the working members of the family are sick. Not only will the visitor attempt to provide immediate relief in the way of fuel, groceries, and medical help, but he will also seek to remove the cause for the unfortunate condition of the family or individual needing aid. It is far more important to give a person that type of help that will make him independent again, than it is through unwise charity to make him feel always dependent on others. Why is this true?

There are also other ways in which one may help public welfare agencies. It may be that you have old clothing, books, or toys which some organization could distribute to those who lack them. It may be that you could do some special kind of service for a welfare agency in the way of collecting money, distributing information, or helping in

plays or musicals given in orphanages, homes for the aged, or hospitals.

Problem One. *Purpose.* — To review the services rendered by different public welfare agencies.

Direction. — Give the name of the local agency to which you would refer each of the following cases of need and explain the reason for your choice:

Case 1. — The family of John Smith are ill with diphtheria. They have not sufficient money to employ a doctor and are dependent upon the neighbors for food and fuel. Where would you report this case and why?

Case 2. — Earl Smith lost an arm while working in a local factory. He has been unable to secure employment through advertising in local newspapers. His parents are unable to support him and feel that, since he is nineteen years old, he should have a job. Where would you advise Earl Smith to seek advice and help?

Case 3. — An unknown man was hit by an automobile. No policemen were in sight at the time and the owner of the car drove on. You and two of your school friends were the only witnesses of the accident.

Case 4. — John Jones lost his eyesight while working with dangerous acids. He has a wife and two small children. He has accident insurance for two thousand dollars and has one thousand dollars in the bank. He lives in a rented house. His wife is in poor health and his relatives are poor. Where can John Smith receive the best help? What would you advise him to do?

Special institutions for the handicapped. The deaf-mutes and the blind are taken care of in special institutions. Many of them are very bright and have remarkable ability as musicians, artists, or artisans. The placing of these people in state institutions is solely for the purpose of edu-

cating them to lead happier and more useful lives. Many of this group leave the state institutions after a period of training and assume full responsibility for their own care.

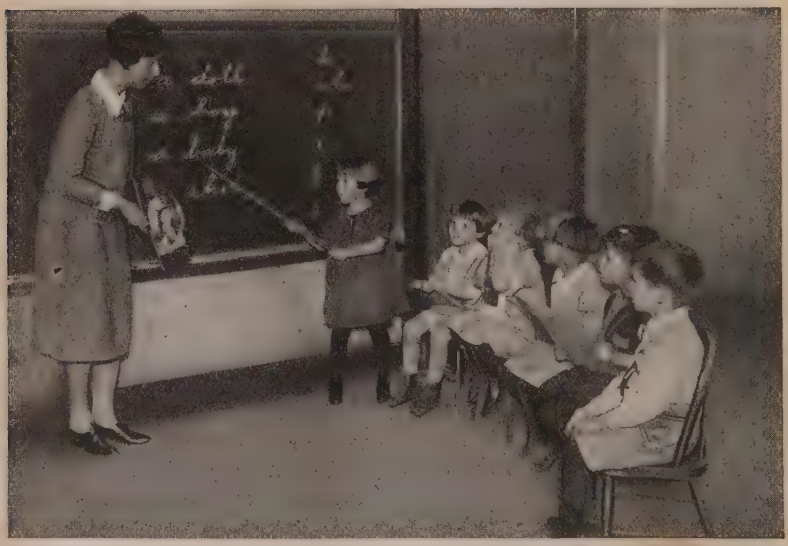
The blind are taught to read by touch and to do many kinds of work such as weaving, piano tuning, mending, or

Deaf children learning to speak by locating the vibration felt while pronouncing certain sounds, such as *n, m,* and *ng*

making brushes. The deaf-mutes are taught to read, write, and to converse by signs. In recent years they have been trained to understand others by a method called *lip reading*, and much has been done to teach them a sound language. It would be impossible in a home to provide such opportunities for training. In some of our larger cities the public schools provide special schools or rooms for those children

that suffer from any of these physical handicaps, such as the crippled, the blind, and the deaf.

The relief of children. Among the most appealing of the dependents are the children whose parents have died or have abandoned them. Some children are also dependents because their parents are unable to take proper care of them.



In charge of a special teacher

What difficulties would a deaf child have in learning to read?

The community usually takes care of orphaned children in its own orphanages or places them in homes conducted by private charitable agencies. It also frequently happens that religious bodies establish homes for dependent children. Since, however, orphaned children are wards of the state, provision is made in most of the states for the careful supervision of all public or private homes where such de-

pendents are kept. This supervision is for the purpose of insuring that these dependent children are being properly educated, cared for, and prepared to earn their living.

In many states there are laws providing for mothers' pensions. Under these laws small grants of money are made to widows who have small children whom they can only

Deaf children learning rhythm through the sense of touch

partly support. With these small sums of money mothers are encouraged to keep their children rather than send them to private or state orphanages. Why does the state make such provision?

The Red Cross. One of the most active organizations in providing for the needy is the Red Cross Society. This organization was founded in 1881 by Clara Barton for the relief of suffering in times of war. It has since become an

organization to aid the distressed in times of peace as well. The great value of this organization was seen during the period of the World War and during the recent inundations along the lower Mississippi River. There was hardly a home during the War which did not display a Red Cross in the window as evidence of giving to relieve the suffering of people in foreign countries. Whenever any sudden demand for help arises because of fires, floods, tornadoes, or earthquakes, the Red Cross comes immediately to the aid of the sufferers.

Clara Barton, founder of the Red Cross

The cost of charity. A considerable amount of the money raised by taxes in any community is devoted to the maintenance of poorhouses and asylums and for the relief of poverty. In addition to the sums contributed from public funds, the private charitable organizations collect and use a large amount of money each year. The amount of money devoted to charity in any state is so great that all citizens should be interested in those things that will tend to reduce the number of dependents. The emphasis on safety and health education is one means of reducing the cost of charity.

Preventing poverty and dependence. If John Jones is injured in a factory in such a way that he can never return

to work, a terrible blow has befallen his wife and children. The community has also suffered a loss. If William Smith loses his job and is unable to secure another within a reasonable period of time, he and his family may become dependent upon the charity of the community. This would be a serious matter to the family as well to the community. If Mr. Brown, the father of a family of children of school age, is accidentally killed, the wife and children will find it necessary to work or depend upon the charity of friends, relatives, or the community. Of course if Mr. Brown has left sufficient property or insurance, his family may not be in want for a certain period of time. One lesson which modern society is learning is that misfortune to one of its members is a matter of deep concern to the whole community and to the next generation as well.

Every community is interested in avoiding the common causes for destitution. These are unemployment, sickness, and premature death of the wage earners. It is cheaper to keep wage earners alive and well than it is to provide charitable support for their families after they are killed or disabled. We look forward, therefore, to a time when all our states will have laws preventing unnecessary poverty and destitution. This will be done, not merely because society wants to save single indviduals, but because the community itself is endangered by anything that affects unfavorably the life of the people.

England has set us a very good example in this work of the prevention of destitution. It has established within the past decade a national system of labor exchanges, national health insurance, national unemployment insurance, and a national minimum-wage law. In some of our great industrial states steps have already been taken to prevent the destitution that may so easily accompany modern

industry described in a later chapter. Such states have established free employment agencies to help men find jobs quickly, so that they will not waste their time wandering about in a fruitless search for work. What is done in your community to help the unemployed?

In the chapter on Public Safety attention is called to the rigorous state laws that have been enacted to make our great industrial plants safe places in which to work. Such laws are passed because it is cheaper and better for the community to prevent losses to the families of workers than to care for the widows and children. In the chapter on Health attention is called to the work of cities and states in preventing the premature death of wage earners. In the chapters on Insurance and Thrift there are frequent references to the prevention of poverty and destitution.

Problem Two. *Purpose.* — To determine how dependence on the state for support might be prevented in some cases.

Direction I. — Place in your notebook a list of causes you have known for the dependency of adults.

Direction II. — After you have made your list, check those which might be overcome through proper education, health training, or instruction in matters of thrift. Report as follows:

1. Penniless old age might be prevented in some cases by instruction in thrift in school in early years.

Rehabilitation. When we use the term *rehabilitation* we mean the process of preparing crippled and disabled persons to earn a living. In 1920 the United States Government passed a law providing for the vocational training of any person disabled in war, industry, or otherwise. The states wishing to receive its benefits had to pass an act accepting the requirements and benefits of this National Rehabilitation Act. In 1925 thirty-nine states had accepted it.

According to the provisions of the Act the cost of the vocational education and training of the disabled person is shared equally by the state and national government. Fifty per cent of the funds is appropriated by the national government and fifty per cent by the state government.

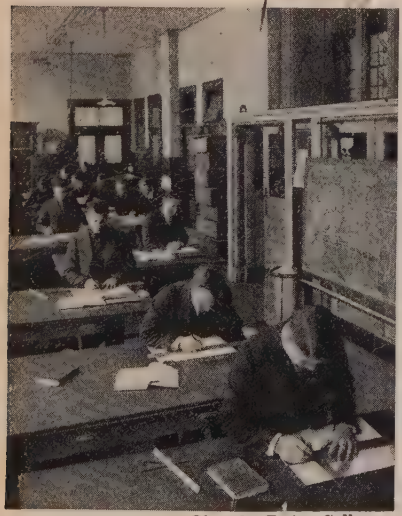


Photo by Ewing Galloway

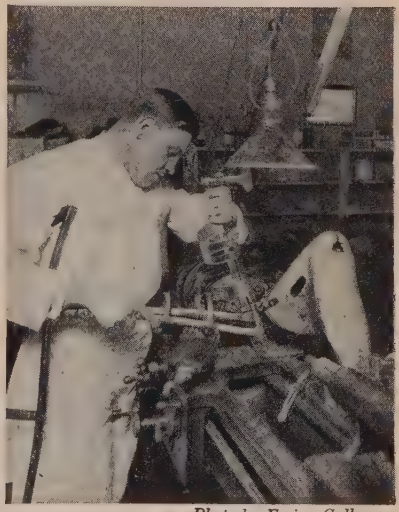


Photo by Ewing Galloway

The rehabilitation of injured ex-service men

A good deal is being done to train these men who have made sacrifices for their country and to find suitable employment through which they may become independent.

The types of training are limited to those given in state institutions and in public or private schools. Courses are given in such vocations as carpentry, printing, shoe repairing, woodwork, steel work, tool making, typewriting, stenography, salesmanship, and teaching. The disabled person is thus given an opportunity to learn the kind of work which he is best fitted to do. He can again become self-supporting; we say he has been rehabilitated.

Testing What You Have Read

1. What are the two principal classes of dependents? What poor people dependent upon charity are deserving? Who are not?

2. What is it best to do when asked for help by unfortunate persons?

A ball game even for cripples

3. What provision is made in many states so that the children of widows are not placed in institutions?

4. How are community funds raised and welfare agencies supported? Why should they be supported?

5. Show how the misfortunes of John Jones, William Smith, and Mr. Brown are misfortunes of the community as well as of their families.

6. How is England trying to prevent want?

7. Formerly most of our cripples, deaf-mutes, and blind were unable to work. What is being done now to make them self-supporting?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*
I — 199–212

Dunn — *Community Civics and Rural Life*
II — 350–357

Hill — *Community Life and Civic Problems*
III — 297–303
IV — 304–313

Russ — *Civic Sociology*
*V — 160–170

Woodburn and Moran — *The American Community*
VI — 111–116

*VII — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Three. *Purpose.* — To learn about the different welfare agencies in your community.

Direction I. — Make a list of the different public and private welfare agencies in your community, such as the Associated Charities or the public-health clinic.

Direction II. — Place a check before those agencies in your list that are supported by public taxes.

Direction III. — How are the others supported?

* **Problem Four.** *Purpose.* — To learn about the institutions in the community and the state for the care of dependents.

Direction. — Place in your notebook the names of the public and private institutions in your community and the state to which orphans, the deaf, the blind, and the crippled may be sent. Consult textbooks on state government or the annual reports of the state departments.

* **Problem Five.** *Purpose.* To determine the extent of dependency in your state.

Direction. — A committee should be named to secure information from state reports to answer the following questions. If these reports are not in your library, procure them from the state capital or from county officials:

1. Number of persons in state institutions for the deaf ———; for the blind ———; for orphans ———.
2. Number of persons in other state institutions for dependents ———.
3. What per cent of the total population of your state is in such institutions?
4. What is the total cost each year of the maintenance of those institutions?

CHAPTER XII

RECREATION AND PLAY

The meaning of recreation. The term *recreation* includes both the play of children and the activities in which adults engage for rest, change, and relaxation. With small children play is life's most serious business; with adults recreation is usually a change from the regular work of the day. Not only do children play, but adults give a large portion of their time to different forms of play and recreation. All adults, as well as children, possess a real love of play, but not all are equally trained to play. Many people have never learned *how* to play. Play is one of the strongest impulses of healthy boys and girls. In fact, they are often quite willing to risk life in order to satisfy the desire to play.

The instinct for competitive games or contests is a strong one in all normal people. We like the struggle of such games as football, hockey, tennis, baseball, basketball, and other competitive sports. There is, in fact, an increasing desire on the part of business and professional men and women to devote many hours to golf, quoits, tennis, handball, baseball, and other forms of recreation.

Recreation is not limited to outdoor activities; there are many other ways in which people secure recreation. It would doubtless be possible to list several hundred forms of recreation favored by the people of any community. Such a list would show that the regular work of one person, such as music, reading, gardening, baseball, or chicken raising, may be the favorite recreation and happiness of another.

Problem One. *Purpose.* To investigate the kinds of recreation afforded by your own or a neighboring community.

Direction I. — Clip from a newspaper five or more advertisements or news items calling attention to forms of entertainment, amusements, travel, or games.

Direction II. — Write on each of these clippings any of the following or other words descriptive of the character of the amusement: athletic; musical; instructive; out-of-doors; travel.

Direction III. — Bring to class the best of these clippings. Be prepared to read them to the class.

Direction IV. — Paste the best of your clippings in your notebook.

The educational value of play. It is through play, in part, that children develop physical fitness, mental alertness, and habits of good conduct. The statement that "all work and no play makes Jack a dull boy" is indeed quite true. A boy who never plays is likely to be less competent and alert than the one who has a chance to combine work and play. The ancient Greeks developed an unusual civilization, and in their system of education physical training was considered as essential as mental training. To throw, to jump, and to run were as important to them as to listen to the lectures of their great teachers.

The "bad boy" is very often the victim of an unsatisfied desire to play. It is seldom that boys select lawless kinds of play when there is an opportunity to engage in games of baseball, hockey, tennis, football, or other sports. One of the best ways to develop self-control, courage, honesty, quick judgment, coöperation, and will power is through play and games. For example, a boy must possess the ability to make a quick decision in running bases in a baseball

game or in selecting plays in a football game. The success of a baseball game depends upon the coöperation of all the players. All members of a team must obey their selected leader. In this sense play is not different from business and work. The playing of games teaches the necessity for respecting the rights of others. This is especially true in

An absorbing game with ever-present danger

competitive games such as baseball, football, basketball, and hockey. The player that fails to respect the rights of others is guilty of a violation of the rules and may be put out of the game. Play is as valuable as any of the regular work of the school, provided it is the right kind of play. Why is this true?

Public playgrounds. The importance of play as a health activity is shown by the number of playgrounds and parks provided in our larger towns and cities. It is also shown

by the emphasis placed by school authorities on securing necessary playgrounds and gymnasiums in connection with schools. The provision of public playgrounds with proper equipment will serve to keep children from playing in wrong places or from playing wrongly in the good places. A movement for the establishment of public playgrounds with provision for organized play was started in Boston in 1886. In the period since that time most of our cities have established playgrounds which are open throughout the year.

A playground may be considered a part of our investment in training for good citizenship, since it discourages play under bad influences. Most large cities have established playgrounds in vacant lots and in parks, and have even developed spaces in the center of blocks. New playfields are now generally being planned in the new parts of cities before they are built up. It is also common practice to close to traffic a number of streets in crowded districts. This gives children an opportunity to play without being endangered by automobiles, trucks, and other vehicles.

Play in the schools. Schools are making much more provision for play than formerly. The modern school has a well-equipped gymnasium and playground. Special teachers are employed to teach children games and to direct their play. Interschool athletic contests are promoted and games are arranged between rooms and classes. Organized play is now a part of our educational system, and the *work-study-play* idea is quite generally made the basis for the program of the school. This idea means that children should spend a certain part of their school day in work and study, and a part in the gymnasium or on the playground. Under such a plan all children may enter into the sports and play of the school. Pupils soon come to like games,

Wyford Lewis

acquire the habit of play, and become the champions of fair play.

The notion is no longer accepted that participation in games should be the privilege of those who are strong physically. Games are now provided for children of different degrees of physical strength, and the result is that all of the children in many schools have a chance to play on some team. Many of the states have now passed laws which require the schools of the state to provide all the children with some regular training in physical education. It is not only in athletic sports that the schools are emphasizing play; the spirit of play is also emphasized in the work in music, in dramatics, and in school societies. The spirit of play is also carried into outside reading; children soon read "just for fun" or because they like to.

The modern provision for play is quite different from that in the schools which your parents attended. The old-fashioned district school made provision for recess in the middle of each daily session, but there was no provision for training in play. The recess was intended to give the children a chance to work off their surplus energy as they chose.

The kinds of recreation. We often think of out-of-door games as the only form of recreation for adults or children. This is not a true definition of recreation as we now understand it. Not all people find their recreation in out-of-door play. Some prefer to read a book at home, to go to the theater or moving pictures, or to engage in some other indoor pastime. Such people may have regular work that keeps them out-of-doors, and they therefore welcome a chance to spend some time indoors. To help those interested in indoor recreation, municipal governments and private individuals have established theaters, moving picture houses, clubs, museums, and libraries.

Reading is an important form of recreation and one that gives great pleasure. Schools are constantly seeking to interest pupils in reading good books and magazines. Public libraries are established to make it easier for people to secure good reading. It is now very easy, for most schools and cities maintain libraries. It is surprising how many books are read by pupils of the ages from twelve to sixteen years.

Photo by Underwood and Underwood

Summer recreation

Many of these are stories of travel and adventure, while others deal with the lives of great men. Such reading gives one a wealth of valuable information as well as providing wholesome recreation. Among one's associates may commonly be found persons who read one book each week in addition to newspapers and magazines. Some people secure such thorough enjoyment from reading that the characters in the books become their friends and acquaintances.

Hobbies furnish fine recreation for many. It has been said that every person should have a hobby. In some places local organizations encourage the kind of recreation that one secures through following some hobby, such as the collection of stamps, the raising and care of pets, and other similar interests. In Lexington, Kentucky, one of the events of the year is the annual parade of pets. In many

Photo from Ewing Galloway

Winter recreation

other cities dog shows, cat shows, and bird shows are annually provided. In some schools such clubs as radio clubs, bird clubs, and debating clubs are organized to serve the pupils interested. Many people get their recreation from gardening. While gardening is hard work for many, yet as a form of recreation for those engaged in business or professional life, it has great health value.

The foregoing suggests the wide range of recreational interests of both the young and adults, and it also points

Courtesy of Civic League, Lexington, Ky.

A display of boys' "hobbies"

to the fact that what may be work for one person may be sought by another during his leisure hours as a form of recreation, even amounting to play.

The places and supervision of play. A small boy was found one day playing the game of dodging in and out among the switch engines in the busy railroad yard of a city. He was doing this because he did not have a suitable and attractive place in which to play. Just as certainly as children will play, they will seek and find play places. These places may be the back yard (good), or the busy street, the railroad yard, a deserted building, or an abandoned sand pit (bad).

There are several reasons why the local community should provide special play places for children. One is that otherwise the children may resort to unsuitable places. Another reason is that a provided playground offers opportunity for directed play. The playground should be equipped so as to attract and hold the children and to aid the teacher of play in getting desired results from the games he suggests.

Public playgrounds, equipped and provided with teachers, serve not only to keep children from playing in the wrong places and in harmful ways, but also to make them play enough. The sight of children "hanging around" in the streets, loafing in the stores, or playing alone suggests the need of supervised playgrounds. The directed work of the Boy Scouts, Girl Scouts, Camp Fire Girls, and of the summer camps furnishes a fine kind of training in habits of recreation.

Problem Two. *Purpose.* — To discover the recreational facilities of your town or city.

Direction I. — List in your notebook the recreational facilities that are supplied out of city or public-school funds. Report your findings as follows:

1. The playgrounds of the school

Direction II. — List in your notebook five amusements or recreations in your community provided by private individuals.

Play centers for adults. School buildings in most cities are open at night for social activities: dancing, motion pictures, lectures, competitive indoor sports, dramatics, and gymnasium training. Municipal golf courses, tennis courts, baseball fields, swimming pools, and picnic grounds have been provided out of public funds. The parks and public playgrounds are the most common public places for play and recreation.

Municipal parks and play fields. The city of Chicago has a system of "neighborhood" parks which are scattered through the crowded districts of the city. These are really a combination of park and playground, for they have swings, tennis courts, swimming pools, and provision for a wide variety of recreational activities. The desire of the people of the cities to have adequate facilities for recreation has even prompted some of the states to provide state parks. In some of the states there are a number of large parks that are owned by the state. Many of these are located on inland lakes.

Corporations and recreation. Many large factories and stores make special provision for the recreation of their employees. Some concerns maintain club houses, gymnasiums, and playgrounds and encourage all kinds of indoor and out-of-door sports. Vacations with pay are granted to faithful employees by some corporations. Some business concerns provide libraries and maintain musical organizations. These companies, employing large numbers of men and women, have learned by experience that their employees give better service and are more contented if wholesome recreation is provided for them. They have also found that

their employees are more loyal and have a greater pride in the success of their employers.

Travel and recreation. The pages of many of our magazines are filled with attractive advertisements of railroad and steamship excursions. In these advertisements the attractiveness of travel is described. More and more the people of America are spending their vacations in travel. Not every one can take a trip abroad; but one may secure some of the pleasures and profit of travel by short trips to places of interest in his own state or country.

I HATE TO DO IT BUT I CAN'T HAVE MY TREES RUINED - FENCES BROKEN - AND LAND ALL LITTERED UP.
NO PICNIC PARTIES OR AUTO CAMPERS ALLOWED ON THIS LAND THE OWNER

©*International Feature Service, Inc.*

The farmer and his unwelcome visitors

As a rule farmers are not inhospitable, but sometimes they have to prohibit trespassing. What title would you suggest for this cartoon?

It was not uncommon a few decades ago for people to spend their lives in one small corner of a state. Travel to distant points was the experience of the few. With the improvement of means of travel and the coming of the automobile, more and more people have discovered the pleasures of travel. Through travel one gains an acquaintance with other states, countries, and peoples. A traveler

is constantly surprised at the hospitality, friendliness, and neighborliness of strangers. Travel thus makes for a better understanding of distant peoples and a friendlier feeling toward others, besides being, like play, complete relaxation, a change from one's work or study.

The neglect of play. It is easy for busy people to get out of the habit of play and especially difficult to form the habit. It is a mistake for grown-ups to become so absorbed in their work that they lose all interest in play or recreation. There are, however, many reasons why people do not play. One reason is to be found in the lack of time. It is true that some people are so busy in the mere making of a living that they do not have leisure for recreation. A second reason for neglecting recreation is to be found in the lack of sufficient income to provide for recreation. It often costs money to purchase the opportunity for certain kinds of play and amusement. Golf, perhaps, and polo are among the sports that are expensive. There are many kinds of play, however, that are relatively inexpensive and they are usually just as valuable recreation as the games which cost considerable money.

A third reason and the most important one is the fact that many people do not know how to play. The story is told of a man who worked twelve hours a day, seven days a week, for a long period of years. At the end of this time, he was given a position where he had a considerable number of leisure hours. Some of his friends proposed that he use these hours for playing games or reading; but he had little or no interest in games or in reading and found it impossible to acquire much pleasure in either of them. His good habits of work had become a relentless taskmaster. It is important to learn to play while young and to continue to play as one grows older.

Photos from Brown Bros., Wide World, Keystone View

Recreation on the farm

What reasons can you give for the claim which one often hears that every child should have a pet to care for?

Testing What You Have Read

1. What is recreation? Give ten forms of recreation for a child. Ten for an adult.

2. Show how play has

(*a*) an educational value;

(*b*) a health-giving value;

(*c*) a character-building value.

3. Compare the school of to-day with the school of your parents in regard to the attitude toward, and the provision for, play.

4. A taxi driver spent the early hours of the evening in gardening his small piece of land. The same evening a man who had worked all day planting shrubbery and sodding a lawn took his family and friends out driving in his Ford.

For which man was gardening work? Recreation? Why? For which man was driving work? Recreation? Why?

5. A certain taxpayer objected to public playgrounds being provided and to directors being paid to supervise them. He said that children will play anyway and anywhere; he could see no sense in spending the public money to teach them to play or to give them a place in which to play.

Answer his objections with three reasons each for providing a playground and for having a paid director of the playground.

6. What are large cities and even states doing to provide recreation for their citizens?

7. What are factories and large business concerns doing for their employees? Does it pay them to do it? How?

8. Show how travel is an educative type of recreation. How has the automobile helped in making travel possible for people of moderate means?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*
I — 77–91

Dunn — *Community Civics and Rural Life*
II — 330–338

Hill — *Community Life and Civic Problems*
III — 254–262
IV — 263–268

Woodburn and Moran — *The American Community*
V — 102–109

*VI — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Three. *Purpose.* — To investigate the play interests of junior high school boys and girls.

Direction I. — Make a list in one column of your notebook of all the different kinds of indoor and out-of-door play in which you engaged when in the 6th grade.

Direction II. — Make a list in a second column of your notebook of the kinds of indoor and out-of-door play in which you now engage.

Direction III. — Underline the forms of play in your two lists which the community encourages through its parks, playgrounds, or other agencies.

* **Problem Four.** *Purpose.* — To study the recreational interests of boys and to show the need of training and direction in the use of leisure time.

Source of material. — The table printed on this page was prepared by Principal W. L. Forman, of the Abraham Lincoln High School of Des Moines, Iowa. It should be

How 175 Boys from Twelve to Fifteen Years of Age Spend Their Leisure Time and How They Would Like to Spend It

	Saturday						Sunday					
	Morning		Afternoon		Evening		Morning		Afternoon		Evening	
	A	B	A	B	A	B	A	B	A	B	A	B
Ball game	0	0	0	2	0	0	0	0	20	17	0	0
Building something	0	0	0	0	0	0	0	0	2	0	0	0
Caddying	6	11	21	10	0	0	15	11	13	8	0	0
Chores	76	39	16	5	11	2	5	0	0	1	0	1
Christian Endeavor	0	0	0	2	0	0	0	0	2	0	0	0
Church	0	0	0	0	0	1	46	33	6	5	28	20
Fishing	1	2	6	10	0	3	0	1	2	6	0	0
Going somewhere	1	2	0	1	0	2	3	0	0	0	0	0
Hiking	0	5	0	8	0	3	0	6	3	8	0	1
Loafing around the store	0	0	0	0	3	3	0	0	0	0	0	0
Nothing	28	1	17	2	14	3	18	5	18	2	45	9
In the park	0	0	0	0	0	1	0	0	2	1	0	0
Picnicking	1	0	0	1	0	0	0	1	0	1	0	0
Playing	27	66	48	41	36	40	9	23	34	36	22	35
Plowing corn	0	0	0	1	0	0	0	0	0	0	0	0
Radio	0	0	0	0	12	5	1	1	1	1	10	8
Reading	1	0	0	0	37	21	5	6	10	1	24	20
Resting	0	0	0	0	0	2	0	0	0	1	0	0
Riding	1	6	1	6	10	10	1	1	23	9	13	18
Running around	0	0	0	0	0	0	0	0	0	0	0	2
School	0	1	0	0	0	0	0	0	0	0	0	0
Show	0	1	13	22	26	31	0	1	21	22	22	39
Sleeping	1	5	0	1	0	1	2	7	0	0	0	0
Studying music	0	0	1	1	0	1	0	0	1	1	1	1
Studying Sunday-school lesson	0	0	0	0	0	0	0	0	1	1	0	0
Sunday school	0	0	0	0	0	0	58	42	0	4	0	0
Swimming	0	0	1	12	0	0	0	0	1	5	1	1
In town	1	4	16	12	6	6	0	0	1	1	1	2
Visiting	1	1	2	0	5	5	0	0	11	6	5	3
Working	30	19	33	25	15	15	12	5	3	3	3	0
Undecided	0	12	0	3	0	20	0	32	0	36	0	15
Total	175	175	175	175	175	175	175	175	175	175	175	175

noted that the table answers two questions as follows: How the boys actually spend their leisure time, in Columns *A*; how the boys would like to spend their leisure time, in Columns *B*.

Direction I. — Prepare answers to the following questions:

1. What were the five most common activities of these boys in their leisure time on Saturday? ——— On Sunday? ———
2. How do you account for the large number of boys that answer the questions with the statements, "Nothing"; "Undecided"?
3. What three things have these boys the greatest desire to do on Saturday evening? ——— On Sunday evening? ———
4. What reason can you give for the first choice of the boys on Saturday? ———
5. What reasons or arguments are found in this table for holding school on Saturday? ———
6. What reasons or arguments do you find in this table against holding school on Saturday?

Problem Five. *Purpose.* — To determine the recreational interests of adults.

Direction. — Place in your notebook the results of an interview with two adults in which you ask the following questions:

1. Do you have any time for play or recreation?
2. If so, how much?
3. If you do not have time for play or recreation, what is the reason?
4. If you answer *Yes* to Question 1, how do you use the time that you have for recreation?
5. Do you believe that every adult should have at least two hours a day for recreation? Why?

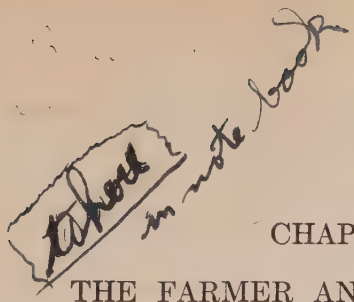
6. How much truth is there in the statement that a man can find his play in his work? Explain.
7. Did you have a hobby as a small boy? What was it? What value did it have for you?
8. Do you believe that this community has adequate facilities for recreation? If not, what additional facilities should be provided?

*__Problem Six.__ *Purpose.* — To gather the opinions of recreational leaders concerning community problems.

Direction I. — This problem should be assigned to a committee of the class, or the class may be divided into committees of three and each committee directed to interview *one* of the persons in Direction II.

Direction II. — Interview one of the following workers in your community: a clergyman, an athletic coach, a gymnasium director, a playground teacher, a Y. M. C. A. leader, a boy-scout leader, a boys' club leader, a director of girls' activities, a doctor, a librarian. Ask the following questions:

1. Do you find that there is a close relationship between the lack of recreation and ill health, wrongdoing, or bad habits? Please explain.
2. Is it true that some boys and girls are inclined to devote too much time and money to harmful amusements? What are the latter?
3. Do you believe that this community has adequate facilities for recreation? If not, what is needed?
4. How can pupils in junior high schools help in improving the recreational facilities in the community?



CHAPTER XIII

THE FARMER AND RURAL PROBLEMS

Farming an important industry. The occupation of farming is of more importance to the people of this country and to the entire world than any other single industry. It is from our farms that we draw our food supply and the raw materials for much of our manufacturing. Our sugar and cotton are products of the soil. The grains produced in the Middle West and Northwest are agricultural products. Counting all who live on farms and the farmers' families in rural villages, farming is an industry in which one third of our population is directly concerned. In the East and Middle West the farms are generally small. Between the Mississippi River on the east and the Rocky Mountains on the west the farms are generally large. In the South the unit of farming is the plantation. In the far West and the region around Florida, where fruit is the chief product of the soil, the farms are small.

Nearly all the activities of the city are closely related to agriculture and farming. Hence all people, whether they live in the city, the village, or on the farm are concerned with agriculture and are interested in the general welfare of the farmer. A few decades ago the farmer was able to produce about everything that he used — food, clothing, and his home. To-day, of course, the farmer receives from the city his manufactured machinery, his clothing, and the materials of which he builds his home. Much of the food which he eats has been prepared in factories in the city.

Problem One. *Purpose.* — To see how much attention the local newspapers devote to farming and rural life.

Direction I. — Examine with care three issues of a daily or weekly newspaper with the end in view of answering the following questions:

1. What are some of the rural topics that are discussed in the newspapers?
2. What is the substance of the most interesting article that you have found?

Direction II. — Bring to class cartoons, pictures, and articles relating to rural life.

Contrasts between city and rural life. The dense population in cities, as compared to the thinly settled regions of the country, makes country life quite different from city life. A city may have from a few hundred to several thousand families per square mile, while a typical rural community has only a few families per square mile. In many sections of the western states there is but one family to a square mile. Many of the social problems of rural life arise from the fact that the homes of families are widely separated. The scattering of homes over a large area makes it difficult in many cases to maintain country churches and schools and to provide opportunities for group recreation.

The industries of the city are very different in this respect from those of the farm. The manufacturer in the city produces his product in a factory with complete control of dozens, scores, or hundreds of laborers. He owns his own machinery and uses it in such a way as to give each kind of laborer some special task to do. The manufacturer is seeking to increase the production in this way. In contrast the farmer has many kinds of work to perform. He uses machinery, but he must be trained to use more than one kind of machine. He cannot specialize in his work to

the extent that the laborer in the factory must specialize. Can you name other differences between the work of the farmer and the employee in a store or factory?

The farmer enjoys certain advantages in his work not enjoyed by the laborer in the factory. He is usually not required to undergo as much nervous strain to earn a living as is a factory employee. He goes about his work in his own way and enjoys more freedom in his tasks. Can you name other advantages enjoyed by the worker on the farm that are not possessed by the worker in the factory?

Farming also gives a large degree of independence to those who engage in it. The farmer is his own manager; he does not have to work under orders given by an employer; nor does he have to worry about losing his job. He cannot be thrown out of work because of old age, or because of the dislike that the employer may have for him. As a manager of his own business he runs certain risks of loss because of excessive rain, dry weather, damaging hail, violent windstorms, and other uncontrollable acts of nature. There is also the risk arising from the destructive work of insect pests and blights.

A farmer has, however, more assurance than the worker in the city of a comfortable living. Even in the days when the prices of farm products are low he is usually assured of plenty to eat. If one loves the out-of-doors, if one likes domestic animals, if one enjoys the cultivation of plants, if one prizes the freedom of choosing one's work, the satisfactions in farming are greater than the advantages offered by the city. Can you think of other contrasts between city and rural life?

A large per cent of workers on farms are self-employed. Over sixty-two per cent of the farmers in this country are farm owners. More than one half of the workers on farms

are members of the farmer's family. This is in direct contrast to the industrial organization in the city. The city industries are managed by a few factory-owning employers. In the country the farmers are the landowners and there are many of them. For this reason the organization of farm production is more difficult than the organization of other industries. These factors, together with the fact that profits are greater in the city, have caused many of the best minds to turn to industrial life.

The interdependence of country and city communities. The relationship of the farm neighborhood to the village and city is a very important one. The village or city is the market center where the farmer sells his products, buys his clothing and much of his prepared food, and deals with his bank. His children usually get their high-school education in a near-by village or town. The farmer and his family read the newspaper published in the near-by center, and often attend the church located in the village. In the New England section and in the Middle West, where farms are small, the farmer is usually connected with some city community. In the portion of the West where the farms are large, this close association and contact between the village and the farmer is not so general. Yet the interests of the town and country are never naturally separated. More and more close relationships between the city man and the farmer are being developed. Each depends upon the other, and when there is mutual understanding and coöperation, both the city and the country profit by it.

In some counties and states there has developed a political or party line between the rural sections and the towns and cities. This is unnatural and not to the advantage of either. Where such strife exists, good roads are not likely to be built, and children are apt to be deprived of a good education.

Causes for discontent in rural sections. During the past two decades much attention has been given to the causes for the marked discontent felt in some rural sections of this country. During this period, and especially during the last decade, the general movement of the population has been from the farm to the city. This change has gone on so rapidly that many people interested in rural life have been concerned about the outcome. When Theodore Roosevelt was President of the United States, he appointed a commission to study the problems of rural life to determine, if possible, why so many people left the farms. The commission reported eight factors to be considered as causes:

(1) the careless methods of farming which exhaust the fertility of the soil and the removal of forests which increases the possible loss of soil by flood waters;

(2) the difficulty of procuring the proper kind of farm labor;

(3) the granting of water franchises to private companies in irrigated districts;

(4) poor highways, which handicap the farmer in marketing his products and in providing for the education of his children;

(5) certain market conditions which give the railroads and the wholesalers an advantage over the farmer's interests;

(6) the lack of proper health protection for rural farmers;

(7) the tendency to overwork farm women, which causes farm girls to go to the city and many farmers and their wives to leave the farm long before their working life has ended;

(8) the backwardness of the rural schools.

During the last decade some of the above causes for farm discontent have been moderated. Highways have been

greatly improved and efforts have been put forth to provide better markets. The United States Government and the various state governments have assisted greatly by their studies of crops, soils, and stock, and have supplied much advice which has led to the improvement of agriculture. In some rural sections education has been greatly improved. However, other causes for discontent have arisen. Industrial development in the last decade has created serious difficulties in the way of farm labor and farm profits. Manufacturing, which provides a greater margin of profit than does agriculture, attracts money and capital and makes possible the payment of higher wages. The general improvement of living conditions in the city and the high wages have made it possible for workers in the city to enjoy social life far more than is possible in the rural sections. City governments have provided better schools and better recreational facilities. To offset some of these conditions, the farmer has been greatly assisted by the tractor and improved farm machinery, by which he is able to produce on a larger scale with less man labor.

The foregoing list of conditions that have led to discontent among the farmers will explain the reason for devoting special attention to the study of some of the problems of the rural sections in a course in community civics. Since so much of our prosperity is dependent upon the success of the farmer, it is important for all citizens to be informed concerning some of the outstanding problems in our rural life.

The labor problem on the farm. The labor problem is more difficult in the country than in the city because during certain seasons the farmer works long hours while in other seasons he has little work, and because he has very little or no opportunity for recreation. The farmer's day is longer because, besides the nine or ten hours that he spends

in the fields, the average small farmer has his "chores" both morning and evening. This makes a long day's work. The worker in shops spends eight to ten hours actually working in the shop and usually from ten minutes to a half hour going and coming from his work. The farm laborer, depending upon the farm for wages, finds it difficult to get year-round employment. The farmers usually employ help during the times of sowing and harvesting. During the winter months they plan to do without such labor.

Such conditions force the unattached farm laborer to seek an occupation which provides year-round employment, usually in the city; and once he is established, he rarely returns to the rural community. This movement has been going on during the last two decades. As a result, unattached farm labor is very difficult to get.

Financing farming. We have already mentioned in other chapters, particularly in the chapter on Public Utilities, the importance of money and credit in any business organization. A few decades ago a farm was considered the finest investment that one could make. During the last decade or two this situation has changed. It has become very difficult for farmers to get loans on farm lands. This is because money invested in industries which are under the control of better management are able to produce greater profit than money invested in farm land. Capital is therefore usually invested in the more profitable business and the farmer finds it very difficult to get a loan from the village or city bank. To assist the farmer in getting a lower rate of interest or easier credit, the Farm Loan Act was passed in 1916. The working of this Act is described in the chapter on Banks and Their Services.

Not more than twenty-five years ago the farm mortgage or the loan to a successful farmer was considered by investors

to be the best type of loan. This is not so true at present. The movement of population from the country to the city has meant the desertion of many farms, which immediately makes them nearly valueless. Because farm products rise and fall in value, a loan on the product of the farm is considered a high risk. All this has created a difficult farm-credit problem. The savings of most of the prosperous farmers have been deposited in local banks, and through the relationship of the local banks with the city banks such money is sent to the city for investment. Thus farmers needing money find it difficult to negotiate with even the local banks for loans. In some sections of the country the banks have been forced to foreclose upon the farmers in order to protect themselves. It often happens that rather than foreclose, the bank permits the individual to hold the farm and stock with loss of interest rather than take over a useless property. To make credit freer, the national government has established the Federal Land Banks which loan money to farmers both on the land and on some of their products.

Efforts to improve farming. For a number of years the United States Government through the Department of Agriculture has put forth efforts to educate farmers in better farming methods. Bulletins are published dealing with every aspect of agricultural life. The various states through their agricultural colleges and experimental stations have provided services at public expense to every farmer who desires to use them. Bulletins are written on farm crops, stock raising, drainage, planting, general farm engineering, poultry, and other phases of farm life. Demonstrations are held at central points in various sections of the country to demonstrate the importance of planting different crops in the same field in successive years, called *crop rotation*, the relationship of certain crops to certain types of soil, the

value of better-bred stock, and the importance of agricultural education. Good roads and closer, quicker communication have been great factors in making this possible. With this work carried on by the state and national governments, improvement has been brought about. In parts of

WARNING
EUROPEAN CORN BORER QUARANTINE
DO NOT CARRY GREEN CORN BEYOND THIS POINT
FEDERAL AND STATE LAWS PROVIDE HEAVY PENALTY FOR VIOLATIONS.

Courtesy of U. S. Bureau of Entomology

The use of the quarantine to prevent the spread of insect pests is now common. Even the borders of states are patrolled to guard against their spread.

the country, however, little has been accomplished toward the development of scientific agriculture.

In the states where agricultural colleges and state universities are found, extension courses are being carried on which provide institute instruction without cost to the farmer or the farmer's family. In some of these schools, colleges, and universities extension courses are given which farmers attend

and in which they receive instruction in such problems of farm life as the judging of milk cows and the analysis of soils. The University of Wisconsin is a conspicuous example of one which extends its influence into the rural sections.

The Farmers' Institute is an institution which is found in nearly every state. The Institute is held in the rural localities once or twice each year. Speakers present various aspects of agriculture, and farmers participate in discussion. Much of this instruction is given by practical farmers who have worked out new methods and are willing to present them for the benefit of others.

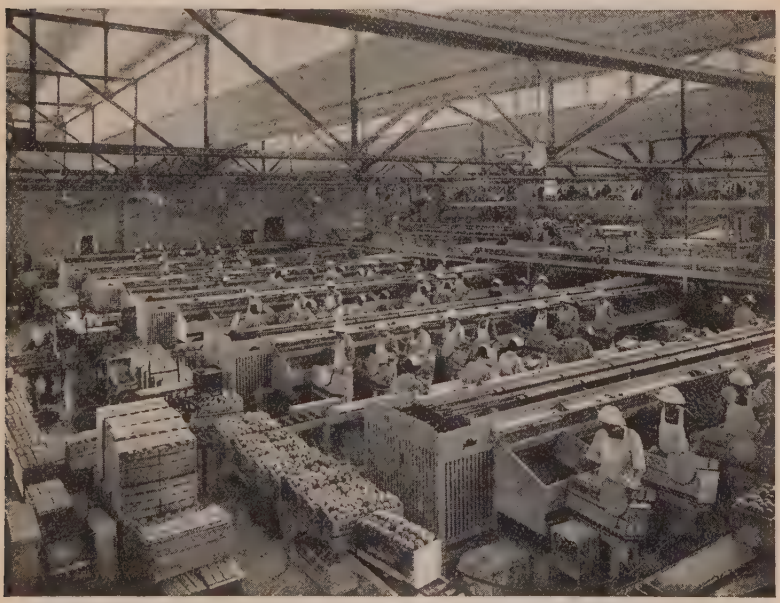
The farm agent has become a great factor in changing rural life. It has been the chief work of the county agricultural agent to organize and provide leadership for the various rural clubs and organizations. The county farm agent also provides expert advice and information on farm subjects. He is able to make soil tests and to determine what soils require. He studies the needs of the community and the crops best suited for that section. The aim of the farm agent is to improve both stock breeding and field crops.

Along with or following the farm agent has come the farm bureau. The farm bureau is a state or national organization whose chief aim is organization for greater coöperation among farmers. The farm bureau is both economic and political; it aims to improve farming through science and education, and it seeks legislative support.

During the last five years there has grown up in some sections of the country what is known as the movement for a farm *bloc*. This is an organization of the farmers' representatives to bring about legislation for the improvement of farm conditions. In Congress the farm *bloc* (so called because it may be strong enough to check or *block* the legislation others want and in this way influence other

groups to support the passage of laws it is not able to carry alone) has been active in advocating laws to improve rural conditions.

The coöperative undertakings of farmers. In towns and cities where the manufacturing industries provide for the



Packing oranges in the plant of a coöperative association

livelihood of a large per cent of the population, the idea of division of labor and coöperation of workers is well understood. On the farm each operator is quite independent of the others. Farmers have not learned to coöperate. It is not generally so necessary to coöperate in ordinary farm work. In marketing coöperation is very essential, but in general the farmer has not yet learned to coöperate with his associates either in purchasing goods or in selling

his products. During recent years much effort has been put forth to organize a coöperative system among farmers, both for buying materials and supplies which they may use and for marketing their products. Some few farmers have coöperated in buying threshing machines and other expensive machinery which would be used only a few days of the

Courtesy, International Harvester Company

Threshing as it was done in your grandfathers' time

year by any one of them. This, however, is not yet general. There have been movements to organize coöperative associations for the shipping of live stock, the selling of grain, and the marketing of milk products. In some sections coöperative associations have been formed providing rural districts with telephone service. During the last few years some attempts have been made to pass state and national laws to assist farmers in establishing coöperative associations.

Courtesy, International Harvester Company

Large-scale threshing of to-day

Rural improvement associations. Farm life and agricultural conditions are being greatly improved through the various farm organizations and clubs of a social and

Photo from Wide World

A library on wheels

This sort of library carries books of all sorts to people who have few library facilities and it seeks to arouse an interest in reading.

business nature. The club has assisted greatly in changing rural life. Clubs are being established in nearly every rural community of the country. The chief aims of such clubs are: (1) to have each citizen recognize that he is part of the

life of the community in which he lives; (2) to assist in organizing the community; (3) to give opportunity for the development of special ability in young people and to train them for rural leadership; (4) to better inform farmers as to their industry. Such organizations as the corn club, sewing club, better-stock club, and dairy club are some of the many clubs.

Men's clubs and women's clubs are also organized for adults. The chief aim of the men's clubs is to discuss and improve the business and science of farming; the chief aim of the women's clubs is to improve the science and business of farm home work and to provide a much needed social contact.

Another agency recently established for the education and betterment of rural life is the circulating library. Approximately twenty states in the Union have made provision whereby a circulating library is established and books are sent out to farm homes, rural schools, and farm organizations for the benefit of the farmer and the farmer's family.

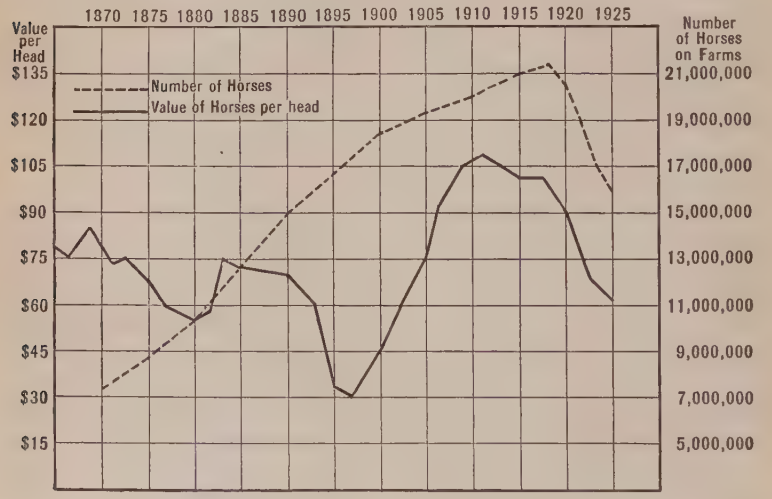
*__Problem Two.__ *Purpose.* — To learn of the work that is being done by a county farm agent, a high-school instructor in agriculture, or a home-economics demonstration agent.

Direction. — A committee of the class should be appointed to invite one of the above-named persons to give a short talk before the class on one of the following subjects:

1. How my work is related to the improvement of farming conditions
2. Some of the recent improvements in rural conditions
3. The attitude of the farmer toward my work

How improved transportation and communication have changed country life. During the last decade farm life has been greatly changed through the building of good roads and the wider use of the automobile. Substantial thorough-

fares have now been built along the main highways of the various states. In many states the system of roads is so complete that every farmer is within a few miles of an improved gravel or cement highway. Such country-wide improvements have made possible the use of trucks in hauling products great distances to the large centers of population. By the use of the automobile the farmer is able to



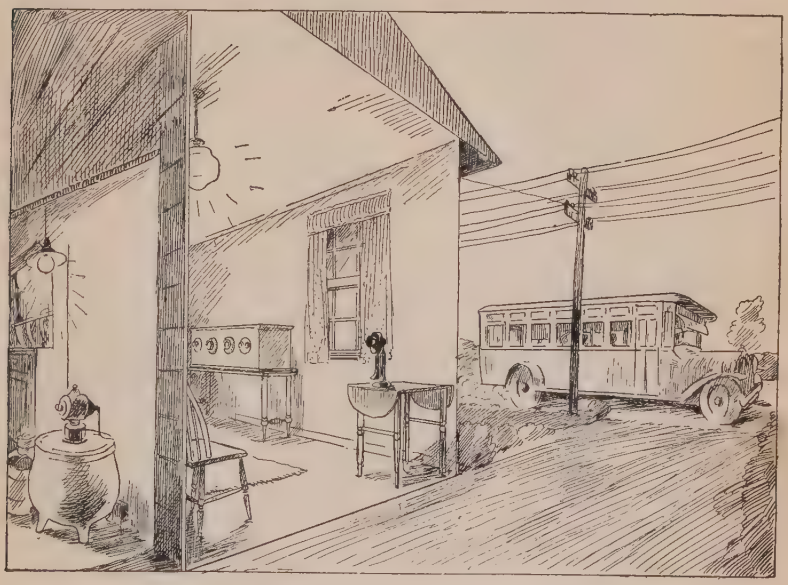
Courtesy, A. K. Lovrien

Fluctuations in the use of horses

In what year were the largest number of horses found on farms? In what year was the price highest? How do you explain the great decrease in the number and price of horses in recent years?

come in closer contact with the near-by villages and the chief cities of his state. Good roads have also made possible the delivery of his mail daily. With rural free delivery the daily metropolitan newspaper comes to nearly every farm home in the country, so that the farmer is kept in contact with the markets from day to day and is inspired and socialized by the political and social events going on in

near-by cities. The telephone is now found in nearly every American farm home and the radio is rapidly spreading, so that thousands of families are able to remain at home in the evening and listen to the music of the best orchestras of large cities, enjoy entertainments, and hear the addresses



Some public utilities that reach the farmer

What utilities are shown in the above illustration and how do they affect rural life?

of public men on public questions. Why do so many city people desire to live in the country?

Contrasts between city and single-room rural schools. The problem of education in the rural district is one of the most difficult of the many rural problems. A large proportion of country children are obliged to attend a one-room district school and are taught by a single teacher. In most of these schools the teacher has eight grades and teaches all

the subjects. The backwardness of the rural school has been due to a number of other causes. In many states the farmer has not recognized the value of education. The teachers employed are usually young and inexperienced. They remain in the school but a year or two. The rural school is commonly without supervision and well-worked-out courses of study. Rarely is the subject of agriculture discussed and taught in such a school. The value of the property upon which the school taxes are assessed in many districts is low, and the total amount of money which is raised is inadequate to provide proper education for their children. In many sections districts are unwilling to provide for the school as well as they can afford to do.

Compare this to the city school with well-worked-out courses of study, adequate supervision, and instruction by teachers who remain for many years. Rural schools in many sections are without libraries and books, and the children in the first or second grade have but one reader which they use over and over again. Compare this to city schools whose children are given a library and where every child reads from ten to twenty such readers during the first year. In the country schools little or no provision is made for the handicapped, the crippled, or the tubercular child. While the city schools have completely revised their courses of study during the last decade, many rural schools are using the same courses of study and the same textbooks which they used fifteen or twenty and even thirty years ago.

Recent efforts to improve rural schools. During recent years in some sections of the country the old one-room type of rural school has been replaced by the *consolidated* school, a new idea in school organization for rural sections. An adequate consolidated building contains from four to eight or more rooms. A teacher is employed for each room and

usually not more than two grades are found in a room. The children are transported from and to the outlying sections of the larger district at public expense, making it possible for a larger number to be educated in one central place.

A consolidated school

This school to which children are brought in special busses has replaced a number of one-room rural schools. What advantages do pupils enjoy in this school over the one-room schools?

Such organization makes possible better teaching, better school equipment, and better social units for the pupils.

In a few rural localities high schools are being established. Such high schools emphasize in their courses of study the teaching of agriculture and farm management as a vocation. In other respects they resemble the city high schools. They instruct in home making, cooking, sewing,

and laboratory science. The courses of study in these schools provide two, three, and four years of high school work. Special teachers are employed to teach agriculture and to direct the children in their club and farm work. Often one or more of the teachers are employed the full twelve months so that they can assist the pupils during the summer in their garden and field work.

Testing What You Have Read

1. In the United States are there more or fewer people engaged in farming than in city employments?

2. Rearrange the following phrases under the correct heading in your notebook:

The farmer	*The factory employee*
has fewer neighbors	comes in contact with various groups
has more independence	puts forth more effort to earn a living
does the same work day after day	has a much longer working day
does his work alone	is self-employed

3. State at least five reasons why people leave farms for cities.

4. If you were a farmer desiring to hire a farm hand, what inducements would you offer?

If you were a manufacturer looking for hands, what arguments would you use to induce a farmer to leave the country and go to the city to work in your factory?

5. Why is it difficult to obtain loans on farm products? What has the government done to make it easier?

6. Show how each of the following is a means for improving farming or farm conditions: farm bulletins, agricultural colleges, farm demonstrations, farm extension courses, farmers' institutes, agricultural agents, farm bureaus, farm *blocs*, rural clubs, circulating libraries, automobiles, free mail deliveries, telephones, and radio.

7. How would coöperation among farmers decrease their expenses?

8. If you lived in the country what arguments would you give to get a consolidated school established in your community?

Using Your Class Library

Johnson — *We and Our Work*
I — 61–75

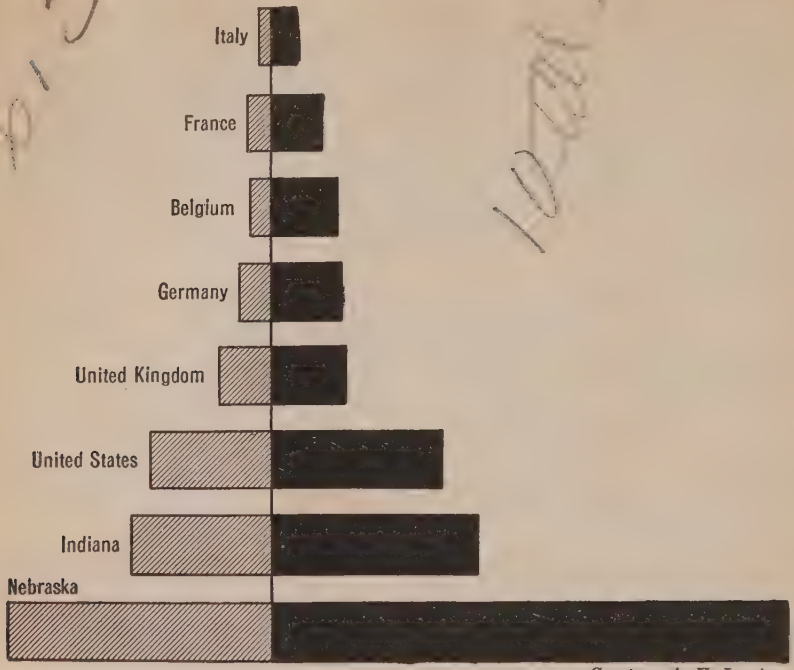
Lapp — *Economics and the Community*
II — 250–262

Lyon — *Making a Living*
III — 186–191
IV — 200–202

Marshall — *Readings in the Story of Human Progress*
V — 77–87

Ross — *Civic Sociology*
*VI — 19–26

Woodburn and Moran — *The American Community*
VII — 427–438
VIII — 439–453
*IX — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.



Courtesy, A. K. Lovrien

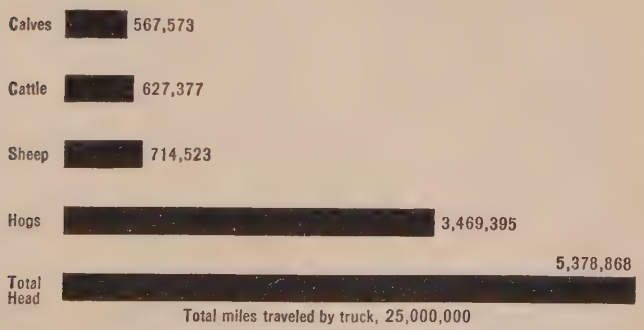
In the above graph the light-shaded portions represent the numbers of horses or equivalent power per worker on farms in each of the countries or states. The black portions represent the value of the crops per worker. What is the relation between the increase in the use of power on the farm and production? How do you expect the wages of farmers in Italy to compare with those of Nebraska? What do you regard as one of the principal causes of the difference? (See Problem 4, page 243.)

Other Problems to Be Solved

Problem Three. *Purpose.* — To find the number and purpose of coöperative organizations among the farmers of your section.

Direction. — A committee of the class should be appointed to secure, through an interview with an instructor in agriculture, a county farm agent, or some other party interested in agriculture, information on the following questions:

1. What are the names of some of the coöperative organizations of farmers in your section?
2. What kinds of service do these societies furnish their members?
3. What per cent of the farmers are active in these organizations?
4. In your opinion are these organizations helpful in the solving of rural problems?



Importance of the motor truck in marketing live stock

Problem Four. *Purpose.* — To discover the kinds of labor-saving machinery that are used on neighboring farms, and how they are owned.

Direction. — A committee of the class should secure, through an interview with the manager of a farm implement store or with the county agent, information to answer the following questions:

1. What are the names of the most common labor-saving machines found on the farms in this section?
2. What other kinds of labor-saving machinery are being gradually introduced?
3. To what extent are the more expensive labor-saving machines owned by coöperative societies or by partnerships of farmers?

***Problem Five.** *Purpose.* — To learn what special services are rendered the farmer by agencies supported by the state and in what way.

Direction I. — A committee of the class should be appointed to secure from the State Department of Agriculture or the State Agricultural College such bulletins and pamphlets as explain the services of the state to the farming interests.

Direction II. — Examine the material secured by the committee and present in your notebooks answers to the following questions:

1. What are some of the agencies in this state that are seeking to improve social and industrial conditions in rural sections?
2. How do these agencies carry on their work of improvement?

Problem Six. *Purpose.* — To become acquainted with the efforts that are being made to improve the rural schools in your locality.

Direction I. — A committee of the class should interview the person in charge of the supervision of the rural schools of your county. This committee should secure answers to the following questions:

1. How many single-room rural schools are in this county?
2. What is the total enrollment of pupils in such schools?
3. How many consolidated schools have been established in this county?
4. How many children are enrolled in such schools?
5. Are there any rural high schools in the county? Where are they located?
6. What are two of the principal arguments for the establishment of consolidated schools?

Rumford Iowa

7. What special provision is made in rural schools for instruction in agriculture, home economics, or farm carpentry?
8. What are two or three of the ways in which the County Superintendent, or the Commissioner, of Schools in your county is seeking to improve conditions in the rural schools?

Direction II. — Place a summary of the report of this committee in your notebook.

CHAPTER XIV

COMMUNITY IMPROVEMENT

In this chapter you are going to bring together and organize certain facts and ideas about your community, many of which have already appeared in previous chapters, and in this way gain a survey of the general situation in your civic group.

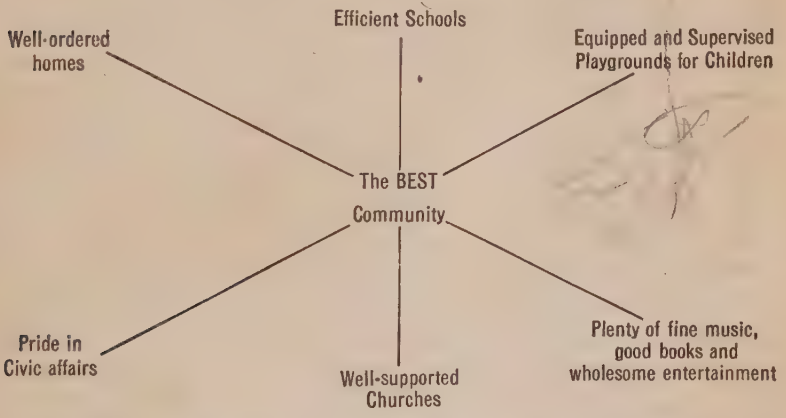
A definition of the best type of community. The study of the preceding chapters should have given you a knowledge of the requirements of a really attractive community. The best type of community is one where the health and the recreational, educational, and moral well-being of children and adults are protected and promoted.[1]

We frequently use the expression "attractive community" to mean a place surrounded by the natural beauty of rivers, lakes, forests, hills, or mountains. Such natural beauty makes a community very attractive to the casual visitor. It helps to make the best type of community. However, one would make a mistake to select a community solely on the grounds that it has great natural beauty. One should look beyond the beauty of surroundings and seek information concerning the ideals, the habits, and the health of the people.

How to measure a community. We are all desirous of having our community a "best community." We should measure it to discover its elements of strength and weakness. In order to measure a community one must have in mind

[1] A score card for a community is found on page 498.

certain standards of measurement. The standards cannot be as exact as a yardstick. They will, however, help us to obtain a very good estimate which may be expressed as *excellent, very good, good, fair,* or *poor.* For example, it is generally agreed that life and property must be properly protected in any community that claims the right to be considered a good place to live in. This may be said to be a minimum standard for any community. Yet a community


Efficient Schools
Well-ordered homes
Equipped and Supervised Playgrounds for Children
The BEST Community
Pride in Civic affairs
Well-supported Churches
Plenty of fine music, good books and wholesome entertainment

that insures protection of life and property, but provides little more, is not the kind of community in which most of us would want to live.

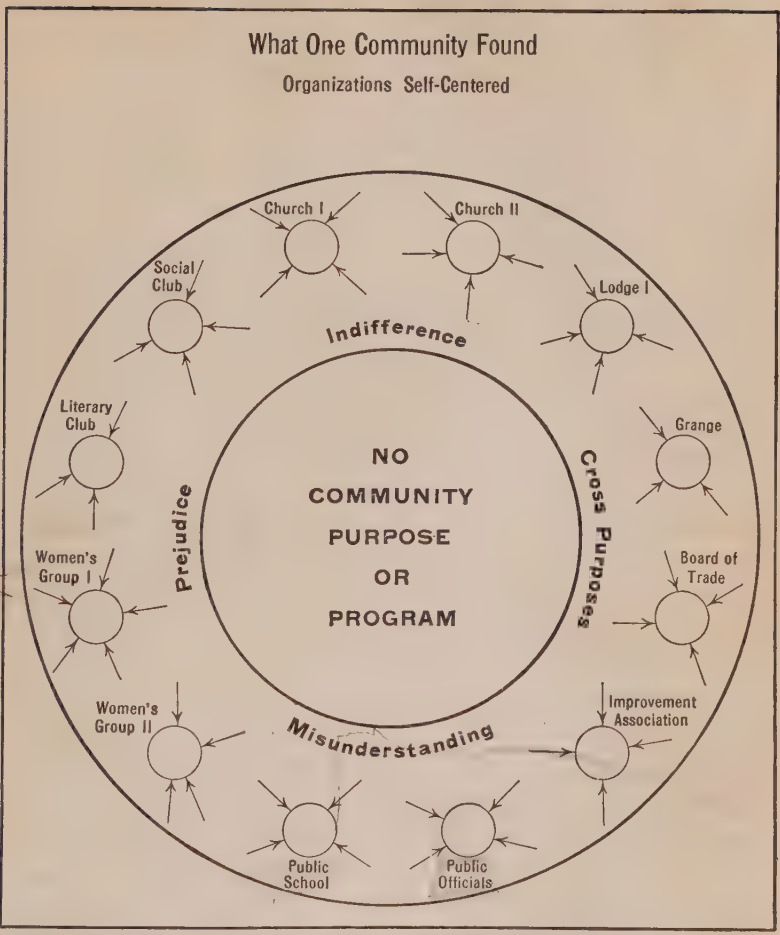
We want to find in our community an opportunity for pleasure and recreation. Your parents want to find a chance to earn a good living under favorable conditions of work. They also want to find conditions that are favorable to the promotion of the health, the happiness, and the moral well-being of the entire family. It is surprising how many parents move from one community to another in order to find better surroundings for themselves and their children. When many parents leave a community because it is not a

satisfactory place in which to live, their removal is a serious indictment of the community.

The method of measuring a community. The first step toward improvement is a knowledge of real needs. The second step toward improvement is the discovery of ways and means to meet those needs. If a community is to be improved, it is first necessary to discover the needs of the community before consideration is given to the possible ways of meeting these needs and improving conditions. To bring about improvements some communities provide for occasional surveys or studies by expert social workers and engineers. These surveys are intended to bring out elements of strength as well as of weakness in the community. The members of a class in civics may make a survey of their community and use it to encourage community improvement.

The requirements to be satisfied by the best communities. In general, it may be said that the best type of community is one in which there is an enthusiastic and genuine interest on the part of adults in those things that promote the educational, recreational, moral, and physical well-being of children and young people. This is an ideal that demands the best type of community. This standard includes the following requirements, met by the best communities:

Requirement I. The best type of community possesses a high degree of civic unity and community pride. In the chapter on School Citizenship, the value of school spirit was mentioned. If the school spirit is fine, the school is an enjoyable place. What school spirit is to a school, community spirit is to a town or city. If the community possesses the right kind of spirit, it is easy to secure the coöperation of churches, clubs, schools, and citizens in promoting worthy enterprises. In such a community the citizens



Courtesy of Massachusetts Agricultural College, The Extension Service, Community Organization

A divided community

This drawing represents the situation of a community lacking unity, purpose, and pride. As the arrows suggest, each organization makes its plans without any regard for the interests of the community as a whole. Make a similar drawing showing the organizations mentioned above in a relationship that has been prompted by unity, purpose, and pride.

point with pride to their buildings, parks, improved streets, and attractive homes. In such a community the people resent unfair criticism of their town or city.

Another way to judge the spirit of the community is by noticing the care of the streets, alleys, vacant lots, parks, and private lawns. If the people possess a marked degree of community pride, these will be kept in excellent condition. It is comparatively easy to find out whether a community satisfies Requirement I. If the streets are kept clean, the public buildings maintained in attractive conditions, and the parks, playgrounds, and recreational centers in fine order, it is at least partial evidence that the community possesses civic pride.

It is surprising to find communities in beautiful surroundings that are hindered in their progress by factional and political quarrels or broken by feuds between representative families. Such communities are seriously handicapped in developing the best community spirit and unity, for the feuds, without reason, often last for years. In Problem One you will be given an opportunity to measure your community in terms of this requirement.

Problem One.[1] *Purpose.* — To test your community as to its degree of civic unity and community pride.

Direction I. — Copy the six questions below in your notebook. From your own experience and observations and the help you may secure from class discussions, conversations with adults, or readings, answer each of the following questions with the proper term: *Yes*, *No*, *Partly*, or *Do not know*.

[1] Teachers may find it advisable to divide the class into committees and assign each committee one of the seven problems on Community Improvement. If this plan is followed, a committee of the chairmen of the several groups should prepare for the class a summary of different reports. Problems Six and Seven should be assigned with great care.

1. Do citizens take pride in their civic buildings, parks, improved streets, etc.?
2. Is it easy to get churches and clubs to promote worthy enterprises?
3. Do citizens resent unwarranted criticism of the community?
4. Is there absence of serious neighborhood or community quarrels?
5. Are Christmas, Fourth of July, Memorial Day, Hallowe'en, and other special days celebrated by the community in a coöperative way?
6. Are the streets, alleys, and vacant lots kept in order?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Direction III. — Make a list of any changes that your community should make in order to improve under Requirement I.

Direction IV. — Grade your community on Requirement I. Use the following method of grading: 10 = *highly successful;* 8 = *successful;* 6 = *some need of improvement;* 4 = *much need of improvement;* 0 = *complete failure.* A committee of the class should be appointed by the teacher to summarize the reports prepared by the different members of the class and to prepare an average of the grades given the community.

Requirement II. The best type of community is one of comfortable, well-ordered homes. In a community where this standard is satisfied, a great many of the people own their own homes and take pride in them. The ownership of a home makes one feel more a part of the community. In our cities where apartment houses are found it is, of course, impossible to satisfy this ideal of ownership. There is,

Photo by Ewing Galloway

© *Ewing Galloway*

A contrast in houses

however, more required to make a happy and comfortable home than the mere *ownership* of the house or flat. It is difficult to have a comfortable home unless the income of the parents is sufficient to provide certain necessities in the way of furniture, heat, food, and a limited number of books,

Courtesy, The House Beautiful Publishing Co.

What can you find here that is not beautiful, comfortable, and economical?

magazines, musical instruments, and the like. The happiness of a home is often marred by the ill health of one or more members of the family. It may also be marred by the ill temper and selfishness of some of them. It is not easy to estimate the extent to which the homes of a community are happy and comfortable. It is, however, a safe conclusion that a community that possesses active churches, well-kept homes, fine schools, playgrounds, industrious people, and a

high average of health is satisfying this standard. In Problem Two you are directed to apply this requirement to your community.

Problem Two. *Purpose.* — To test the success with which your community is meeting the requirement of comfortable, well-ordered homes.

Direction I. — From your own experiences and observations and the help you may secure from class discussions, conversations with adults, or readings, answer each of the following questions with the proper term: *Yes, No, Partly,* or *Do not know.*

1. Do most people own their own homes?
2. Is the up-keep of the yards and homes good?
3. Do parents and children find much of their social and leisure enjoyment in the home?
4. Are very few of the families dependent upon charity?
5. Are books, musical instruments, and magazines found in fair numbers in many homes?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Direction III. — List any changes that your community should make in order to improve in Requirement II.

Direction IV. — After carrying out Directions I, II, and III, grade your community on the Requirement II. Use the following method of grading: 10 = *highly successful;* 8 = *successful;* 6 = *some need of improvement;* 4 = *much need of improvement;* 0 = *complete failure.* A committee should summarize the reports prepared by the different members of the class.

Requirement III. The best type of community provides an adequate and efficient school system. In the chapter on Schools and Education the value of good schools was empha-

sized. An ideal school system is one where the pupils are housed in good buildings, taught by efficient teachers, and given the kinds of school work best suited to their needs

Photo by Lewis W. Hine

These waifs have been denied advantages enjoyed by the children in the illustration on page 257

What can the school and the community do to provide better surroundings for them?

and abilities. In such a school system there is also provision for the crippled, the deaf, the blind, and others who have physical defects. The playgrounds are large and well-

equipped. The school buildings are well lighted, comfortably heated, and well ventilated. The rooms are attractively decorated and furnished with good pictures. The library is filled with interesting books. The teachers are well trained, well paid, and treated with genuine respect.

It costs money to maintain such a school system. The best community, however, considers its schools and teachers a good investment. Such a community judges this investment in terms of the returns in happiness, character, and health of its young people. In such a community boys and girls are encouraged to take full advantage of the educational opportunities offered in the schools and many of the graduates are encouraged to continue their education through colleges and universities.

Problem Three. *Purpose.* — To determine the success of your community in building schools and in retaining pupils in school.

Direction I. — From your own experiences and observations and the help you may secure from class discussions, conversations with the teachers, or readings, answer each of the following questions with the proper term: *Yes, No, Partly,* or *Do not know.*

1. Are there well-equipped modern school buildings with playrooms or gymnasiums?
2. Are there adequate and well-equipped playgrounds?
3. Do most of the boys and girls remain in school until they graduate?
4. Is there genuine respect for the value of education on part of the pupils?
5. Do many graduates enter colleges and professional schools and carry their work with success?
6. Do parents respond heartily to requests from the school in matters of home study, health work, and attendance?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Courtesy, Eastman Kodak Company

Children who enjoy happy and healthful surroundings

Direction III. — List in your notebook any changes that your community should make in order to improve under Requirement III.

Direction IV. — After carrying out Directions I, II, and III grade your community on Requirement III. Use

the grades suggested in Problems I and II. A committee should summarize the reports prepared by the different members of the class.

Requirement IV. The best type of community provides adequate facilities for the wholesome recreation of children at different ages. The value of play was emphasized in the chapter on Recreation and Play; the best communities take a real interest in play. It is comparatively easy to determine whether a community satisfies this requirement. If it does, you will find well-equipped playgrounds in accessible parts of the town or city or connected with school buildings. You will also find generous support for such organizations as the Boy Scouts, Camp Fire Girls, and other similar associations for young people. Again, the schools will devote a considerable amount of time and money to work in physical education and recreational activities. The value of all of the foregoing kinds of service will be recognized in the best type of community and generous provision made for them. In Problem Four you will estimate your community in terms of this requirement.

Problem Four. *Purpose.* — To determine the success of your community in providing wholesome recreation for children of different ages.

Direction I.— From your own experiences and observations and the help you may secure from class discussions, conversations with teachers, or readings, answer each of the following questions with the proper term: *Yes*, *No*, *Partly*, or *Do not know*.

1. Is there a well-equipped playground for each school building?
2. Is there a well-equipped gymnasium or playroom in each school building?
3. Is there supervised play during the summer months?

4. Is there provision for skating and winter sports?
5. Is there provision for supervised recess play?
6. Is there provision made for after-school recreational activities such as swimming, basket-ball, hiking, etc.?
7. Is there emphasis on special activities in the regular school program?
8. Are there programs of interesting activities for school children in the churches, Y. M. C. A., and similar organizations?
9. Is there generous support for such organizations as the Boy Scouts, Camp Fire Girls, etc.?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Direction III. — List any changes that your community should make in order to improve under Requirement IV.

Direction IV. — After carrying out Directions I, II, and III grade the community on the Requirement IV, using the grades established in Problems I and II. A committee should summarize the records prepared by the different members of the class.

Requirement V. The best type of community emphasizes the importance and the refining influence of good music, lectures, entertainments, and books. In such a community libraries are maintained in the schools and elsewhere in the community and citizens are encouraged to use books freely. In the best communities there are plenty of opportunities for boys and girls to hear good music with little or no expense. Music is also emphasized in all of the school grades, and glee clubs, orchestras, bands, and choruses are supported by the people of the community. In such a community it is very easy for children and young people to acquire a real love for the best music and the best books.

The extent to which your community meets this requirement will be revealed in your solution of Problem Five.

Problem Five. *Purpose.* — To determine the success of your community in meeting the requirement for good music, lectures, entertainments, and books.

Direction I. — From your own experiences and observations and the help you may secure from class discussions, conversations with adults, or readings, answer each of the following questions with the proper term: *Yes, No, Partly,* or *Do not know.*

1. Are there libraries? Are they much used?
2. Is there marked emphasis on caring for the better reading interests of children?
3. Is there emphasis on good music in the schools and churches?
4. Are there frequent good plays, lectures, and concerts by both local and outside talent?
5. Are good films shown in movie houses because of the local demand?
6. Is liberal support given to local lecture courses?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Direction III. — List in your notebook any changes that your community should make in order to improve under Requirement V.

Direction IV. — After carrying out Directions I, II, and III, grade the community on Requirement V, using the grades established in Problems I and II. A committee should summarize the records prepared by the different members of the class.

Requirement VI. The best type of community is strongly opposed to harmful amusements and disapproves of children's

visiting places of low moral tone. In such a community the laws against gambling and other vices are carefully enforced. The state laws and local ordinances against children's frequenting loafing places where low moral standards usually prevail are very carefully observed. It is possibly not quite true to say that the best community *enforces* such laws as the foregoing. In the best communities it is quite unnecessary to enforce such laws, because the emphasis on wholesome recreation removes the demand for harmful amusements.

***Problem Six.** *Purpose.* — To discover the success of your community in fighting harmful amusements and in keeping children away from questionable places.

Direction I. — From your own experiences and observations, and the help you may secure from class discussions, conversations with adults, or readings, answer each of the following questions with the proper term: *Yes*, *No*, *Partly*, or *Do not know*.

1. Is petty gambling forbidden in public places?
2. Is the law enforced against the frequenting of pool rooms by minors?
3. Are loafing and loitering in public places discouraged?
4. Are public playgrounds under supervision?
5. Is street life kept on a relatively clean level?
6. Is the state cigarette law enforced?
7. Is the unsportsman-like conduct of players or spectators at public games contrary to public opinion?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Direction III. — List in your notebook any changes that your community should make in order to improve under Requirement VI.

Direction IV. — After carrying out Directions I, II, and III, grade the community on the Requirement VI, using the grades established in Problems I and II. A committee should summarize the records prepared by the different members of the class.

Requirement VII. The best type of community possesses churches that are active in the religious education of young people. The importance of religion in the life of anyone is obvious. It is therefore important that children and young people have the best training in matters of religion. Under the educational policies of the different states it is not the work of a public school to give religious instruction. It is true that our schools devote much attention to moral training and place emphasis on training in truthfulness, honesty, generosity, tolerance, and other civic virtues. An efficient school cannot be maintained without emphasizing moral training and good conduct. It is, however, the special function of church and parents to give definite instruction in religion. The community must look to the churches to provide this training and in the best community the churches are active and efficient in this field.

* **Problem Seven.** *Purpose.* — To determine the success of a given community in providing for the religious education of children and young people.

Direction I. — From your own experiences and observations and the help you may secure from class discussions, conversations with adults, or readings, answer each of the following questions with the proper term: *Yes*, *No*, *Partly*, or *Do not know.*

1. Are there active religious-education programs in all of the churches?
2. Is there a large enrollment of children of each of the churches in classes for religious instruction?

3. Is there a favorable attitude on the part of the leaders of the community toward religious training?
4. Does the church place a high value on activities for children?
5. Are the churches keenly active in including all children in some form of religious education?

Direction II. — List any other facts, conditions, or activities of the community that are favorable to your town or city under this requirement.

Direction III. — List in your notebook any changes that your community should make in order to improve under the Requirement VII.

Direction IV. — After carrying out Directions I, II, and III, grade the community on the Requirement VII, using the grades established for Problems I and II. A committee should summarize the records prepared by the different members of the class.

The use of the results of a community measurement. A careful study of any community in terms of the foregoing seven requirements will bring out much of which a citizen may be justly proud. It is possible that some unfavorable facts will also be discovered. Your study of community problems should have convinced you that a good citizen is always seeking to improve his town or city. It is desirable that every citizen feel proud of and loyal to his community, but with this pride and loyalty should go a willingness to recognize its weaknesses and needs. Many towns and cities are self-satisfied or content to allow poor conditions to continue year after year. Too many individuals are willing to put up with low standards of success. Progress and improvement demand a recognition of needs *plus* the determination to secure better conditions. It is to be hoped that your study of community civics has made you keenly

interested in the conditions in your community and interested in ways to meet its needs.

The need of sacrifice for community betterment. It must be clear to you from a study of the previous chapters and our present consideration of community standards that it requires work to make the best community. You will find that many of the citizens of your community are continually making sacrifices to promote the welfare of others. You should learn the meaning of sacrifice and understand the difference between sacrifice and mere service.

When the postman, for example, brings the mail to your door, he is giving a service, but he is paid for what he does. The services of the newsboy, the groceryman, the druggist, the milkman, as well as the services of all public officials, teachers, and others are invaluable, but all receive some financial reward for what they do. It is true that this financial reward is very frequently small, considering the true value of their services. Many of these workers give more service than they could reasonably be expected to give. They give this extra service because of their desire to be of the greatest help to others. This extra work in excess of the amount for which workers are actually paid may be defined as a gift or sacrifice. Under this definition the very best kind of service requires the spirit of sacrifice.

Our parents commonly do more for us than we have any right to expect and make many sacrifices for our happiness and comfort. It is seldom that a minister, teacher, or public official receives full compensation for his *full* services. If one expects to go through life demanding full compensation for every act or deed, he is certain to be doomed to disappointment. He will at the same time fail to develop the true spirit of service.

It is encouraging that many men and women in all of our towns and cities are united in organizations devoted to the ideal of the best service. The motto of the members of the Rotary Club is, *He Profits Most Who Serves Best;* the motto of the members of the Kiwanis Club is *We Build;* the motto of the Exchange Club is *Unity for Service.* Other clubs and societies have similar mottoes. Churches, fraternal orders, and other societies are constantly seeking to promote the spirit of true service. The various organizations made up of leading men and women in our communities prove that our leading citizens recognize the importance of service of the kind that involves sacrifice.

The best community is the one that does the most for each individual citizen; but this requires that each citizen give his best to the community. If our communities are to be made better, the young citizen must leave our schools with a determination to make the sacrifices needed to create communities where health, happiness, and prosperity are the birthrights of all.

Testing What You Have Read

1. What is required besides attractive location to make a community desirable to live in?

2. The first step toward improving a community is a knowledge of ——.

The second step toward improving a community is a knowledge of ——.

3. State the seven requirements that are met by the best communities. As you recall each requirement connect with it some of the conditions which fulfill it, as:

Requirement II. The best type of community is one of comfortable, well-ordered homes.

(*a*) The occupants own their own home.

(*b*) The home is provided with necessities.

(*c*) The home is provided with refining influences.

(*d*) The home members are healthy.

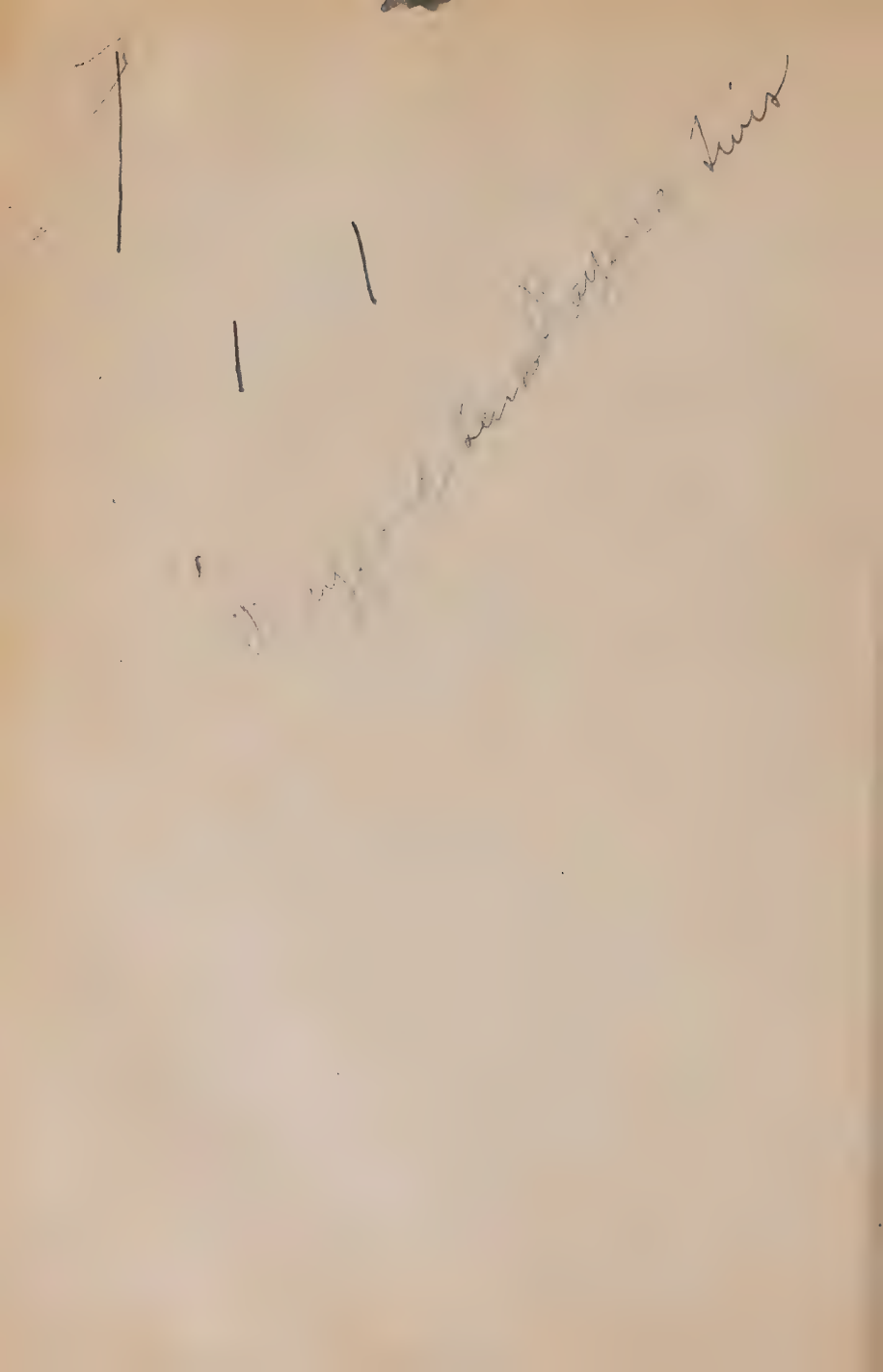
(*e*) The home members are unselfish and good-tempered.

4. If you cannot look with pride and loyalty on your community, should you admit its weaknesses? Why?

5. Is a public-spirited person expecting full pay for the service he renders? Is it possible to pay adequately for all services? Explain your answers.

PART THREE

THE INDIVIDUAL AND HIS ECONOMIC WELL-BEING



CHAPTER XV

PREPARING TO EARN A LIVING

The necessity for working. It is of course expected that every good citizen will engage in some worth-while work. As boys and girls go through school they are constantly concerned with this question: "What shall I do for a living when I leave school?" It is common experience to be asked by friends and even by strangers, "What are you going to be when you grow up?" Many pupils are forced to consider this question of earning a living before they finish the high-school course. In many cases it is necessary for boys and girls to drop out of school and go to work at some occupation. One of the reasons for compulsory school laws is to provide children with the certainty of a definite number of years of schooling before going to work. Some kinds of work require more education than others.

Problem One. *Purpose.* — To determine the kinds of work that boys and girls may enter on leaving school after completing the eighth grade.

Situation: John Anderson, aged 16, has completed the work of the eighth grade. His parents are anxious for him to enter high school, but John insists that he is through with school. His parents finally consent to let him take a job.

Direction I. — Taking account of John's years of schooling, list five kinds of work that you believe John might plan to enter.

Direction II. — After twelve years of work, do you believe John will regret his decision to leave school? List five reasons for your answer.

Direction III. — Name ten kinds of work that would be closed to John until he secured further schooling.

Photo from Manning Bros., Detroit

Training in sewing and dressmaking

The field of choice. Before one can answer the question as to his choice of work, it is important to know what vocations may be entered. The vocational opportunities from which one may choose are very numerous. A recent bulletin of the United States Census lists six hundred seventy-eight occupations in the following classes: agriculture, forestry, and animal husbandry; extraction of min-

erals; manufacturing and mechanical industries; transportation; trade; public service; professional service; domestic and personal service; and clerical occupations. It would seem that among the hundreds of opportunities there must be a way for every citizen to earn a living.

The question of selecting a vocation seems more difficult for many girls than it does for many boys. The number

Training the handicapped children

This is a class in handcraft in which the pupils are making articles of jewelry

of occupations open to women is, however, increasing every year. Here are some of the fields for girls for which education in school prepares: art workers, sketchers, expert cooks, house mothers, house decorators, sanitary inspectors, bookbinders, jewelry workers, technical librarians, dietitians, insurance agents, actuaries, and landscape architects. This list contains only a few of the newer opportunities, given as illustrations.

Sometimes we think only of those occupations we hear most about from our friends or our relatives, or those with which we happen to come in contact most frequently. For example, eighty-three per cent of the eleventh- and twelfth-grade boys and girls in a large high school recently gave as their choice of career one of the following occupations: teaching, medicine, engineering, business, law, stenography, music, pharmacy. Over three fourths of the girls chose one of these: business, teaching, and music. In the book entitled, *Making a Living*, listed on page 494 for the class library, is found a good account of the various vocations. This book and others dealing with vocations will give you information on almost any kind of occupation. Every boy and girl should read and collect such information as is found in books and magazines before definitely deciding on the vocation he or she expects to follow.

Problem Two. *Purpose.* — To estimate the demand for workers in different occupations as revealed in the daily newspaper.

Direction. — Examine the *Want Ad* section of a daily paper of a large city and prepare answers to the following questions:

1. How many calls were there for salesmen? For mechanics? For bookkeepers? For other kinds of workers?
2. How many calls for the services of boys? For the services of girls?
3. How many persons were advertising for positions?
4. Was there a greater demand by workers seeking positions than there was by positions seeking workers?
5. What other facts did you find in this survey of the advertising section?

Vocational guidance. Many young people select their probable vocation after long and careful study; but on the

other hand, there are many who pick their life career without much consideration. Beyond question, it would be better to make a study of the entire field rather than to select one of the few you hear most about. More than that, development of new industries is opening vocational opportunities hitherto quite unknown. Boys and girls who leave

Training in building construction

school after finishing the elementary course often give but little consideration to the choice of an occupation. They just accept the first work they can get.

Many school systems now maintain a department where pupils may get advice and guidance in selecting a vocation. This counsel is given in order that boys and girls may select their future work with care. The department usually provides a list of all sorts of occupations and types of work.

Rayford Lewis

It studies various occupations, the kind of training necessary for them, the wages paid, the way to get the proper training, the health conditions and the future chances in the occupations, and the fitness of all candidates referred to it for certain vocations.

Photo by Glover

Training for garage work

Every pupil should study a number of possible occupations before leaving school, or at least before selecting a permanent life work. One of the arguments advanced for remaining in school until graduation is that one has a better training and is therefore able to select from a greater number of possible kinds of work. Many schools now give a variety

of courses of a vocational character, so that pupils can try out certain lines of work and get some preparation for the kind they plan to enter.

The placement department. Some school systems also maintain a placement division, to serve when it is necessary for a boy to find employment before he has finished school. The placement officer or the teacher gets in touch with some concern which desires the services of the applicant. The placement officer also issues permits to those who must go to work, but who are under the legal age established by the child-labor laws. In most states the labor laws prevent any child between the ages of fourteen and sixteen from working without an age certificate and a permit. The vocational counselor can give children of this age much help in selecting an occupation and guide them in training themselves for more permanent work. Where such guidance is not given, much time is often wasted before the boys or girls find the occupations for which they are best adapted.

Questions to consider in choosing one's vocation. Some young persons are likely to be concerned with only the one question: Will this work give me good wages? This is not, however, the only question to be considered. Among the other questions are: What education or other preparation is necessary for success in the work? Is the work likely to be injurious to my health? Are there good opportunities for promotion and later increases in salary? Is the work of the kind that I like to do? Will it give me and my family the place in society which we shall desire?

Health is one of the most important things to consider when choosing a vocation. Many people do not know that they may prolong their lives five, ten, or fifteen years by avoiding certain kinds of work. In some occupations accidents are so common that one is likely to hesitate before

entering them. In others there is danger from dust, poison, or foul air, or the hours of work are so long that one's health is threatened. One needs, therefore, to consider the possible effect of certain kinds of work on his health.

Many positions offer little opportunity for advancement, although it is sometimes one's own fault that he does not

Photo by Glover

A newspaper composing room

advance. It is just like a pupil's school work. If he does not study, he will not learn and consequently will not advance with his grade. He may think the work too hard and leave school. As a rule advancement comes to those who deserve it.

It is also important to select the kind of work that one likes to do and is by nature fitted for. If one does not enjoy

working with machinery or is not mechanically minded, he is quite certain to be unhappy and unsuccessful in certain shops or factories. If one dislikes dealing with people, he will be unhappy in such work as that of a salesman or a lawyer. We usually do well the things we like to do, in part because nature fitted us for them. This is certainly true of our work in school and it is equally true of our work in later life. We should, therefore, take account of our likes and dislikes, our native fitness and unfitness, in selecting a vocation.

Problem Three. *Purpose.* — To gather information concerning a selected vocation.

Direction I. — From the following list of occupations (or from others not included in the list) select one for careful study.

For boys — salesman, merchant, lawyer, doctor, dentist, pharmacist, farmer, civil engineer, teacher of agriculture, accountant, draftsman, electrical engineer.

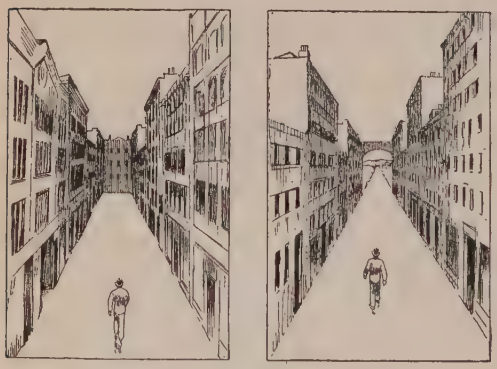
For girls — nurse, private secretary, teacher of music, teacher of home economics, lawyer, doctor, pharmacist, accountant.

Direction II. — From material in the encyclopedias, textbooks on occupations, or other reference books, write answers in your notebook to the following questions concerning the vocation that you have selected:

1. What are the principal advantages of this occupation?
2. What are its principal disadvantages?
3. What is the minimum preparation required for admission to it?
4. How long will it take to secure this preparation?
5. Are there any special health or physical requirements for admission?

6. What annual income may be expected in this occupation in the first year? After 10 or 15 years of experience?
7. Is the income based on work by the hour, day, week, month, year, or on fees or commissions?
8. Do you know anyone engaged in this kind of work? What has been his success?

Training for advancement. As a rule many occupations that pay relatively little in the beginning pay higher wages after one has become efficient or has learned enough to fill higher positions. Many boys and girls are not patient enough to work, to study, if need be, until they are competent to rise to higher, more responsible places. Too many boys and girls take the first work that is offered.



A blind alley and a thoroughfare

Some education leads one into a blind alley. A good education opens a thoroughfare to many things. Explain how.

In certain cases it may be necessary to take temporary work. The kinds of work that do not offer opportunity for advancement are frequently described as "blind-alley" occupations. It is seldom necessary to continue to work at a blind-alley occupation, for there are plenty of opportunities to secure training for better positions.

It is possible to attend night schools in our cities and secure training for future advancement. It is also possible for an ambitious boy or girl through home study to prepare

for a different kind of work. Again, in many of the larger stores and factories special training schools are maintained for the more ambitious workers. The most important thing to do is to be constantly on the alert; to watch for opportunities to enter some kind of work where there are chances for promotion.

Problem Four. *Purpose.* — To determine the opportunities for vocational training.

Direction I. — Make a list of the kinds of work for which one may secure preparation through attendance at the local high school.

Direction II. — How much of the training that you would need in order to enter your chosen vocation can you secure in the local high school?

Direction III. — List the agencies or places that offer opportunities for further training after one enters his chosen vocation.

Finding satisfaction in one's work. The pleasure of any work is increased if its importance to the community is fully appreciated. This is well illustrated by the story of the three men breaking rock at the side of the road: Groaned the first: "I'm breaking rock." Growled the second: "I'm making $5.00 a day." Smiled the third: "I'm building a cathedral." The third man was finding genuine satisfaction in his work.

In every store, shop, factory, and office you are likely to find some employees whose attitude toward their work corresponds to that of these three men. There is no more trying work than that of the soldier in the trenches or the sailor on war duty. Few men would voluntarily choose such work for their own pleasure, but thousands of young men have volunteered such work in the past because of the results to be attained for their country. Other men and

women, during a period of war, have worked long hours and made unusual sacrifices for their country, and they have had keen satisfaction in their services.

Abraham Lincoln getting his own education

What difficulties did Lincoln have to face in the matter of education?

We call it patriotism when a man is willing to give all that he has, even his life, if need be, for the service and defense of his country. One is also patriotic when he makes an honest effort to advance his country during times of peace by giving his best services to the community in his

daily calling. One should seek to do his work so well that he will find satisfaction in it. This is not difficult to do if the individual likes the kind of work that he is doing and enjoys being of real service to others.

Testing What You Have Read

1. How may the modern school assist boys and girls in selecting a vocation and in getting employment?
2. What questions are to be considered in choosing a vocation?
3. How may an ambitious boy or girl get training for advancement, while employed?
4. What does the story of the three men breaking rock illustrate?
5. How may a citizen in times of peace be truly patriotic?

Using Your Class Library

Dunn — *Community Civics*
I — 123–129
II — 129–139

Hill — *Community Life and Civic Problems*
III — 329–336

Johnson — *We and Our Work*
IV — 11–19

Judd and Marshall — *Lessons in Community and National Life*
V — Series A, 99–104
VI — " B, 65–72

Lyon — *Making a Living*
VII — 1–8
VIII — 140–150

IX — 200–215
X — 216–227
XI — 241–250
XII — 250–259
XIII — 366–378
XIV — 338

MARSHALL — *Readings in the Story of Human Progress*
XV — 432–439

ROSS — *Civic Sociology*
*XVI — 128–137
*XVII — 178–182

WOODBURN AND MORAN — *The American Community*
XVIII — 67–78
XIX — 78–89

OTHER PROBLEMS TO BE SOLVED

Problem Five. *Purpose.* — To determine the value of high school training.

Explanation: Graphs I, II, and III in the illustration on page 283 are based upon a study of the official records of the Massachusetts Department of Labor.

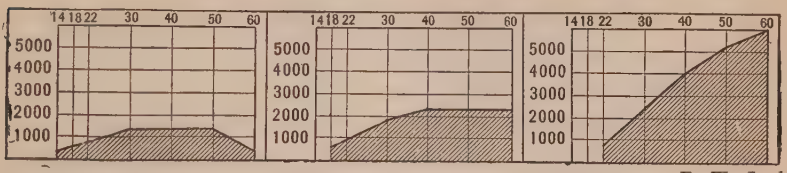
Direction I. — Make a list of any of the conclusions that can be drawn from a study of the facts given in the three graphs.

Direction II. — How much do you estimate each year of high-school training was worth in terms of earning power?

Problem Six. *Purpose.* — To get the opinion of an adult concerning a certain occupation.

Direction. — Interview an adult concerning his occupation

and make a list of the attractive features of the work. Make a second list of the unattractive features. Ask questions



E. W. Lord

Graph I. — The Untrained Man. He starts as a boy of fourteen — reaches maximum income at thirty. Since his income is largely dependent on manual dexterity, it falls off at fifty or earlier to a point below self-support.

Total earnings from fourteen to sixty, about $45,000. Not more than $2,000 is earned in the years that would have given him a high school education.

Graph II. — The High School Graduate. He goes to work at eighteen, passes the maximum of the untrained man, and rises steadily to his own maximum of approximately $2,200 at forty.

Total earnings from eighteen to sixty, about $78,000. The $33,000 more than that earned by the untrained man represents cash value of high school course.

Graph III. — The College or Technical School Graduate. His permanent earnings begin at twenty-two.

Since his income is dependent upon his mental ability, it increases instead of diminishes with the years. The average of $6,000 at sixty is often surpassed.

Total earnings from twenty-two to sixty (not including anything earned during the college period), $150,000.

From Massachusetts Dept. of Labor

The effect of an education on earning ability

concerning the kinds of work performed, the opportunities for promotion, effect on health, compensation, appeal to one's best ability, and security of position. Report as follows:

Interviewed ———————— who is engaged in work as ————————. He reported the attractive features of his work as follows:

———————————————————————————————

He reported the distasteful or unattractive features of his work as follows: ————————————————————

Problem Seven. *Purpose.* — To gather the arguments for and against being your own employer, that is, working for yourself.

Direction. — Complete the list of arguments given on the following page after consulting your parents or interviewing a merchant.

Arguments for working for one's self:

1. It is more encouraging and interesting to try out one's own plans in business.
2. If the business is successful, the profit goes to the owner.

Arguments against working for one's self:

1. After working hours one does not need to worry about the details of the business.
2. If one has a steady job with regular pay, he can manage so as to save a definite amount each month.

Problem Eight. *Purpose.* — To study the lives of successful men and women.

Direction. — Examine recent issues of magazines and newspapers and bring to class one or more accounts of the careers of successful men or women. In organizing your report, to be given orally, give attention to such questions as the following:

1. Why is he considered successful?
2. To what qualities does he appear to owe success?
3. What special training did he have for his work?

CHAPTER XVI

THRIFT AND GOOD CITIZENSHIP

The meaning of thrift. Your parents have doubtless spoken of certain of the neighbors or relatives as *thrifty*. A thrifty person is one who uses his income wisely. This usually means that he watches his expenses so carefully and buys so wisely that he is able to put aside a part of his income in the form of savings or investments. Your parents have doubtless spoken of certain people as *spendthrifts*. A spendthrift is very careless in the use of money and reckless with his property. It often happens that a spendthrift is hailed as a good fellow, and some folks would prefer to be called spendthrifts rather than be described as stingy.

It is not necessary to be selfish or stingy in order to be thrifty. Thrift means cautious spending of money as well as wise saving. A thrifty person may be extremely generous when the occasion really demands generosity. The spendthrift may be unable to be generous because his careless use of money and property has robbed him of the funds needed for wise, generous giving.

Problem One. *Purpose.* — To distinguish thrift from stinginess and generosity from carelessness.

Direction. — Answer the questions in each of the following cases:

1. Mr. *A* had an income of $1,000 per day. A newsboy entered his office and asked him to buy a paper. He replied, "No, I get a copy of your paper at home."

Was Mr. *A* stingy? Give your argument.

2. Mr. *B* had an income of $200 per month, upon which he supported a wife and five small children. A newsboy came into his office and asked him to buy a paper. He replied, "Yes, I'll take a paper to help you out. I never have time to read the paper in the office. I also find a copy of the last edition of your paper at my home. However, come in every day."

Is Mr. *B* a spendthrift? Why?

3. Two brothers, ages eleven and thirteen, were earning three dollars a week each. The older boy spent his money as follows: for candy, 40 cents a week; for movies, 60 cents; for toys and trinkets for his baby brother, 25 cents; for cookies, "hot dogs," and apples, 75 cents. The rest of the money he put aside to buy a bicycle. The younger boy used 50 cents a week for fun and "eats" and deposited $2.50 in the savings bank that was operated in the school.

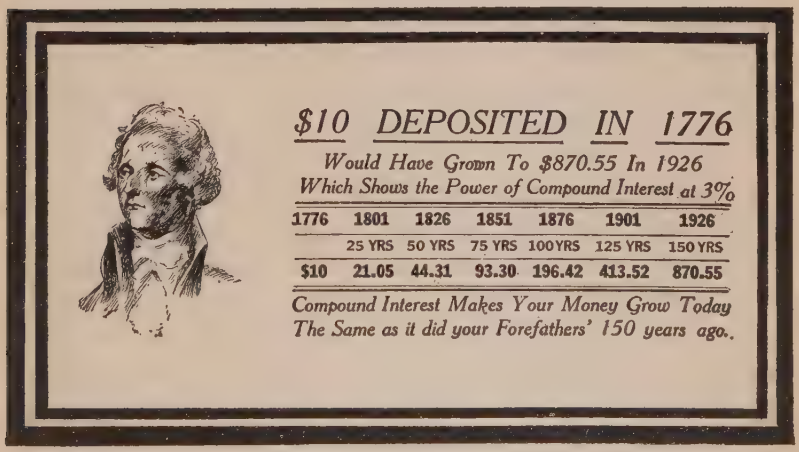
Which of these boys is forming the better habits? Why?

Why practice thrift? If you should ask your parents about the importance of thrift, you would doubtless be told that one should seek to lay by something for "a rainy day." Your parents are so impressed with the uncertainty of life that they realize the importance of one's preparing against certain unforeseen emergencies. For example, a man may be earning fifteen dollars a day and spending fourteen of it in various ways. This man may feel very well satisfied with his situation, and he may boast that he is independent. If, however, he should be thrown out of work for six months or forced to pay an additional five dollars per week for doctor's bills, he would soon discover that he had not saved enough each pay-day for the proverbial "rainy days." He would be face to face with debt or charity.

Many parents are thrifty because they want to have sufficient money to provide for the education of their chil-

dren in high school or college. Other parents are thrifty in order that they may become owners of a home or a farm. Some individuals are careful to avoid wasteful practices because they know of so many worthy ways to spend money, such as helping their friends, buying useful things for the home, or taking interesting trips.

Many boys and girls are thrifty because they realize the importance of having a bank account when starting out in


$10 DEPOSITED IN 1776
Would Have Grown To $870.55 In 1926
Which Shows the Power of Compound Interest at 3%
1776 1801 1826 1851 1876 1901 1926
25 YRS 50 YRS 75 YRS 100 YRS 125 YRS 150 YRS
$10 21.05 44.31 93.30 196.42 413.52 870.55
Compound Interest Makes Your Money Grow Today
The Same as it did your Forefathers' 150 years ago.

How money grows

Why is the picture of Alexander Hamilton associated with this table? What lesson of thrift is taught?

some business or profession. Real thrift is not suddenly acquired. It is seldom that a spendthrift becomes thrifty. Thrift is a result of habits formed through long years of training. The spending of money carelessly and unwisely is also the result of habits formed through long years of carelessness. It is possible to guess from their actions with some degree of accuracy whether certain boys and girls will be thrifty as adults or spendthrifts.

Problem Two. *Purpose.* — To determine your weekly receipts and expenditures of money.

Direction. — Keep an accurate record of the money that you earn or receive as gifts during a week and show how you have used the money. Prepare an outline in your notebook for reporting your expenses as follows:

Days of Week	*Earned*	*Gifts*	*Expenses*

1. What per cent of your income for the week did you save?
2. What per cent did you spend?
3. On the basis of the week make an estimate of your use of money for a year for (1) necessities, (2) luxuries and unnecessary expenses, (3) savings.

Some ways of practicing thrift. A person may be thrifty in the use of time or materials. Some mothers can furnish good meals in the home at one half of the expense required by other mothers. They know how to buy more wisely than others and are more careful to plan their meals in such a way as to reduce expense to a minimum. If a mother buys two quarts of milk when three pints would be sufficient, or purchases a pound and a half of meat when one pound would be sufficient, or cooks so many potatoes that half of them are thrown into the garbage can, the mother is *not* thrifty. It is a common remark that one may judge the thriftiness of a family by an examination of its garbage can. Another reason why some mothers can prepare meals more economically is that they buy fruits and vegetables only when they are in season and are reasonably priced, instead of buying them out of season when they have to be shipped in from a distance and are very expensive.

There are many ways in which children make it hard for their parents to save money. Boys frequently clean out the

furnace or repair their automobile with their best clothes on. This is very careless and thriftless. Girls are sometimes guilty of wearing their best clothes when engaged in work or play. This is thriftless conduct. Some pupils are wasteful in the use of paper, school books, and pencils, and thus cause their parents additional expense.

People are often careless about the use of electric lights, telephone, and fuel. Money can be saved by turning out the lights in the part of the house not being used and by so placing one lamp that a number of people can sit near it and read. People often telephone to the same friend several times a day when one call a day would serve. Many people keep their houses at a temperature of 78 or 80 degrees when a temperature of 68 or 70 degrees would not only be more economical, but more healthful as well.

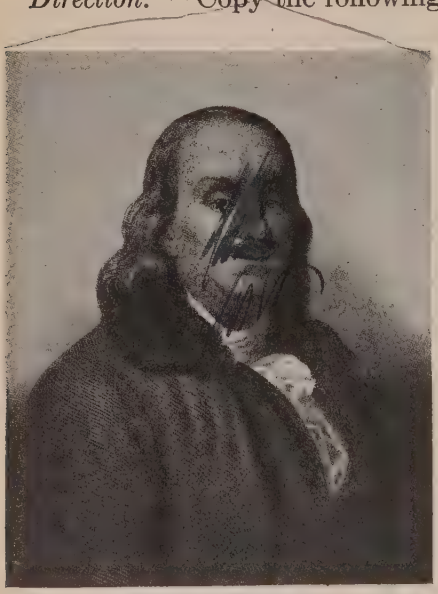
One of the commonest ways of practicing thrift is through careful buying. The four most important words in the whole field of thrift are: *I cannot afford it.* These words are not easy to say, especially when one really desires to buy something new or to enjoy some pleasure or recreation. It should be understood that these words do not mean that an individual should not spend money. They do mean, however, that a person should buy only those things that he can really afford. In view of the tempting offers of merchants to buy articles on a part-payment plan, it is increasingly important that people learn to say, "I cannot afford it." The words, "I don't need it," stand next in force.

In the problems at the end of the chapter your attention will be called to the three most common plans that adults follow in their practice of thrift. These are: (1) the purchase of a home through small payments per month; (2) the purchase of insurance through small payments per month or year; (3) the depositing of small sums per week or month

in savings banks. All of these are very commendable practices and one or more or all should be followed by thrifty people.

Problem Three. *Purpose.*—To interpret the meaning of certain maxims on thrift.

Direction. — Copy the following maxims on thrift in your notebooks and then restate each of them in your own words:



Benjamin Franklin

1. Beware of little expenses; a small leak will sink a great ship. — Benjamin Franklin.

2. Economy makes happy homes and sound nations. Instill it deep. — George Washington.

3. Teach economy. That is one of the first and highest virtues. It begins with saving money. — Abraham Lincoln.

4. *Spare* and *have* is better than *spend* and *crave*. —Benjamin Franklin.

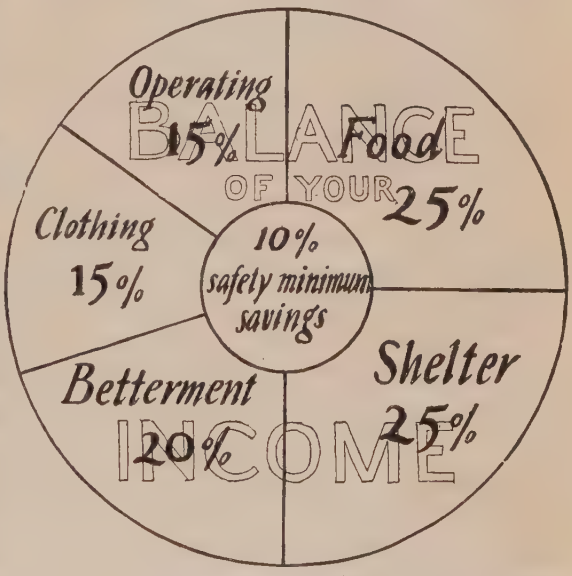
5. The man who does not and cannot save money cannot and will not do anything else worth while. — Andrew Carnegie.

6. Pay what you owe, and you will know what you own. — Benjamin Franklin.

7. No boy ever becomes great as a man who did not, in his youth, learn to save money. — John Wanamaker.

8. It's hard for an empty bag to stand upright. — Benjamin Franklin.

Making a budget. There is an increasing tendency to require the officials in charge of our schools and our local agencies of government to prepare an annual budget. A budget shows the way an income is to be expended. It may be made by an individual, a family, a school board, a city government, or any unit having an income to expend. Every school organization should make a budget. A budget is the first step in establishing habits of thrift.



Courtesy, The Todd Company

How incomes are expended

Many people have a wrong notion of what a budget really means. They seem to feel that a budget limits and hampers or even annoys one, taking all freedom and joy out of saving and spending. Such people are quite certain to find out in later life that they have expended their entire incomes without really buying the necessities of life or creating a fund of savings for sickness or old age.

It is not difficult to make a budget for a family. The first step is to determine what the year's income will be. If it is variable, due to part-time employment or to the rise and fall of business profits or commissions, one should

estimate it as carefully as possible, basing the estimate on past experiences. From the estimated income deduct 10% which will be put away as a reserve against possible emergency or for later years. This figure, 10% of the gross income, is not a guess. Based on a record of thousands of cases, it represents the minimum margin for safety. From what is left, deduct the income tax, if any. The remainder is the total income for the year which may be properly spent. When one realizes that at the age of eighty, eighty-two men out of every hundred are penniless, one begins to understand the importance of thrift and of providing for old age. Are these facts generally known?

The main items in the family budget. In the daily living there are certain expenditures that do not vary much from month to month. *Rent* is a big unvarying item. *Heat*, *light*, and *telephone* are other fixed items. Then there are two large items that are a trifle more flexible and capable of being reduced or increased more readily. They are *clothing* and *food*. Finally, there are the very important items that might be put under the heading of *betterment*, sometimes called *advancement*. They include such things as movies, social entertainment, books, magazines, music, and education. This class of expenditures is most flexible of all. It is here that many families spend in excess of their income.

It is a common recommendation of bankers and promoters of thrift that a family having an income of $2000 per year should divide the income about as follows: for rent, 25% or $500.00; for food, 20% or $400.00; for clothing, 20% or $400.00; for heat, light, and other operating expenses, 10% or $200.00; for recreation, movies, books, entertainments, church support, education, etc., 10% or $200.00; for savings and emergencies, 15% or $300.00. Of course, this distribution will vary according to the number and ages

of the children in the family, the health of the members of the family, and other changing factors. It is, however, a good plan to compare one's expenditures with such a suggested distribution of an income. How might pupils in the schools profit by making a budget of their incomes and expenditures?

Losing one's savings. There are many influences at work to cause people to be careless in their use of money. Some people become discouraged because of the loss of their savings, or because they have become bankrupt through the dishonesty of others. A striking example of the latter appeared in a recent issue of a leading publication. The incident is as follows:

A young woman, suddenly left a widow with a baby to care for and with no funds, saw in a rich and well-established newspaper an advertisement which offered easy and profitable work at home. She answered the advertisement and received a lot of descriptive literature, which claimed that if she would send the advertiser $100.00 for a certain machine and raw material, the product of her labor would be paid for at good prices by the concern. She did not have one hundred dollars. A neighbor volunteered to care for the baby while the mother clerked in a five and ten cent store long enough to earn the sum, which, when obtained, was forwarded. The machine came. Over it she bent for many weary hours and produced many bundles of socks and gloves. These she sent to the firm that had made her fair promises; but to this day she has not received a penny for them. This woman is only one of many thousands who have been defrauded by dishonest persons.

The foregoing story serves to illustrate the importance of investing savings with great care. It is sometimes said that every man of the age of thirty has sometime in his life

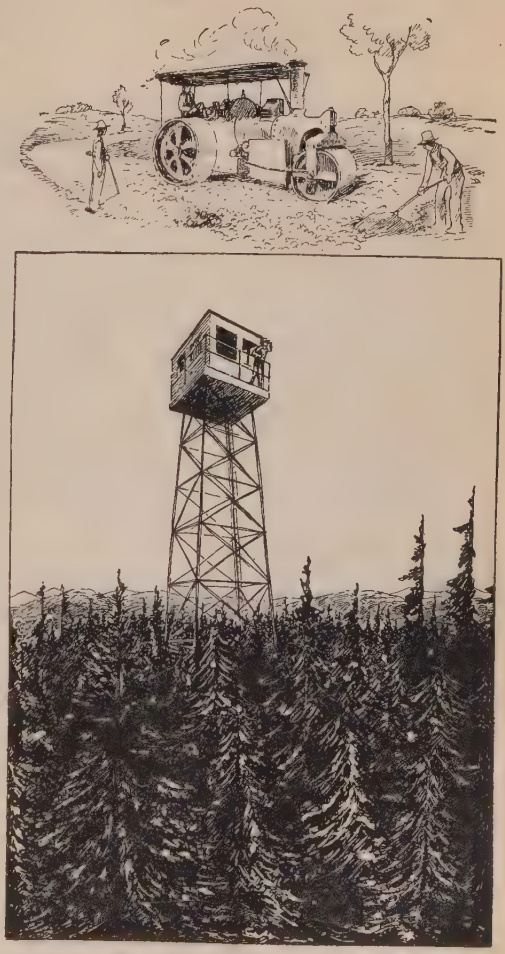
lost money through an investment that proved unsound. The banks, insurance companies, trust companies, and other reliable agencies are trying to educate people with reference to unsafe investments. All these institutions will advise, without charge, customers who desire to obtain information on investments. However, there are some people who still believe that great fortunes may be made overnight, and that clever argument in favor of an investment is positive proof that it is financially sound. If one has acquired the habit of saving and knows the value of money, one is much less likely to lose money through unsafe investments.

Thrift and business. Thrift is necessary in homes, factories, industries, city governments, state governments, and the national government. The success of a business is largely dependent on the thriftiness of the employers and employees. The wise young farmer who works six days each week is careful of his farm machinery, in the feeding of his stock, and in the way he farms his land, because he knows that thrifty practice will make work produce wealth. He is able to increase the income from his farm and enjoy life much more than the farmer who allows his stock to be neglected and his machinery to rust. The latter is likely to become bankrupt, unhappy, and left in his old age to the support of friends, relatives, or the taxpayers.

The factory that is well managed with little waste, either of time or production, soon develops into a large industry giving employment to thousands of workers and supplying machinery, tools, food, or clothing to thousands of people. Thrift has made possible the development of our mines, farms, and natural resources. The wise use of savings, creating capital, has produced our industries, which have given employment to thousands of people and developed our modern city and country life.

National Thrift Week. Thrift is considered so important in the life of all people that a *National Thrift Week* has been instituted. Two of our most noted characters in American history who urged the value of thrift were Benjamin Franklin and Theodore Roosevelt. Franklin was so strong an advocate of thrift that National Thrift Week is the week in which his birthday, January 17, falls. It is well to learn at an early age the advice given by Franklin in his *Poor Richard's Almanac.* Every pupil should read his thrift sayings.

Thrift and natural resources. As a nation we need to practice thrift in the use and care of our natural resources. This care is sometimes called



Thrift through the use of machinery and through conservation

Above—how is road building a matter of thrift? Below—what is the purpose of this lookout?

conservation of natural resources. By natural resources we refer to the forests, the coal, the water power, the fertility of the soil, the mineral wealth, the oil, the gas, and the other resources that naturally belong to a country. The United

Courtesy, Bureau of Reclamation, Department of Interior, Washington, D. C.

A desert converted into an apple orchard by the work of the Yakima Project

States is very rich in natural resources, but there is serious danger of a loss of our riches through waste and lack of thrift.

In the earlier days of this country a large part of the land was covered with magnificent forests of oak, walnut, pine, and other valuable woods. These forests were so extensive that farmers frequently burned off large areas in order to secure fields for their crops. When a field was "worn out"

they prepared a new piece of ground by cutting or burning off the timber. They had wood in such abundance that they could not foresee the time when there would be a scarcity of timber. We are now aware of the serious mistake that was made and are attempting to correct our blunders.

Most of our states have laws to encourage the planting of trees and the national government has reserved certain

Courtesy, Bureau of Reclamation, Department of Interior, Washington, D. C.

An uncultivated desert

Before the work on the Yakima Project, Washington

tracts of land known as *forest reservations*. The destruction of our forests by fire is also a source of great waste of timber. Many of these fires are caused by the carelessness of campers and tourists. The national and state governments devote much attention to the prevention of forest fires. Men are appointed to watch for the outbreaking of fires in large forest areas and to extinguish them. Instruction is also

given to campers and tourists concerning the prevention of forest fires.

We are also trying to make better use of water. Many of our rivers are now furnishing great amounts of water

Photos from Underwood and Underwood, Brown Bros., U. S. Forest Reserve

A lesson in conservation

Here are a well-kept white-pine plantation in North Carolina, a fire line close to the main business district of Wallace, Idaho, a six-year old yellow pine plantation in Colorado, and an example of destructive lumbering.

power. By deepening channels and regulating the flow of water many of our larger streams have been made navigable. Through the development of irrigation ditches, furnishing an adequate supply of water, thousands of acres of land have been made fertile. The next ten years will doubtless

see a great extension of the activities of the government, as well as of private corporations, in the development of plans for greater thrift in the use of water.

We are seeking to encourage thrift in the use of other natural resources. We are trying to conserve our coal supply and are interested in new methods of securing a greater amount of heat from a given quantity of coal. We are also proposing to conserve our coal supply by the more liberal use of water power.

Then we are seeking to instruct farmers how best to conserve the fertility of the soil. Some of this instruction relates to the rotation of crops, i.e., the raising of one crop one year and the planting of another crop that will build up the soil and use different soil elements the second year. A part of the instruction relates to the use of fertilizers, especially those needed for the building up of certain kinds of soils.

Each year new laws are passed to protect our wild animals and game. To protect game, hunting is permitted only during certain seasons of the year; fishing is controlled by law in order that the streams may continue to provide food for future generations. This whole undertaking of the conservation of natural resources will be dependent on the habits of thrift which the people of the United States must develop.

Problem Four. *Purpose.* — To create an interest in the conservation of natural resources.

Direction I. — Prepare a special report on one of the following topics:

1. Irrigation; 2. dry farming; 3. the United States Bureau of Forestry; 4. conservation in France; 5. conservation in Germany; 6. conservation in the United States; 7. the forest rangers; 8. reforestation; 9. Muscle Shoals; 10. your state's conservation policies.

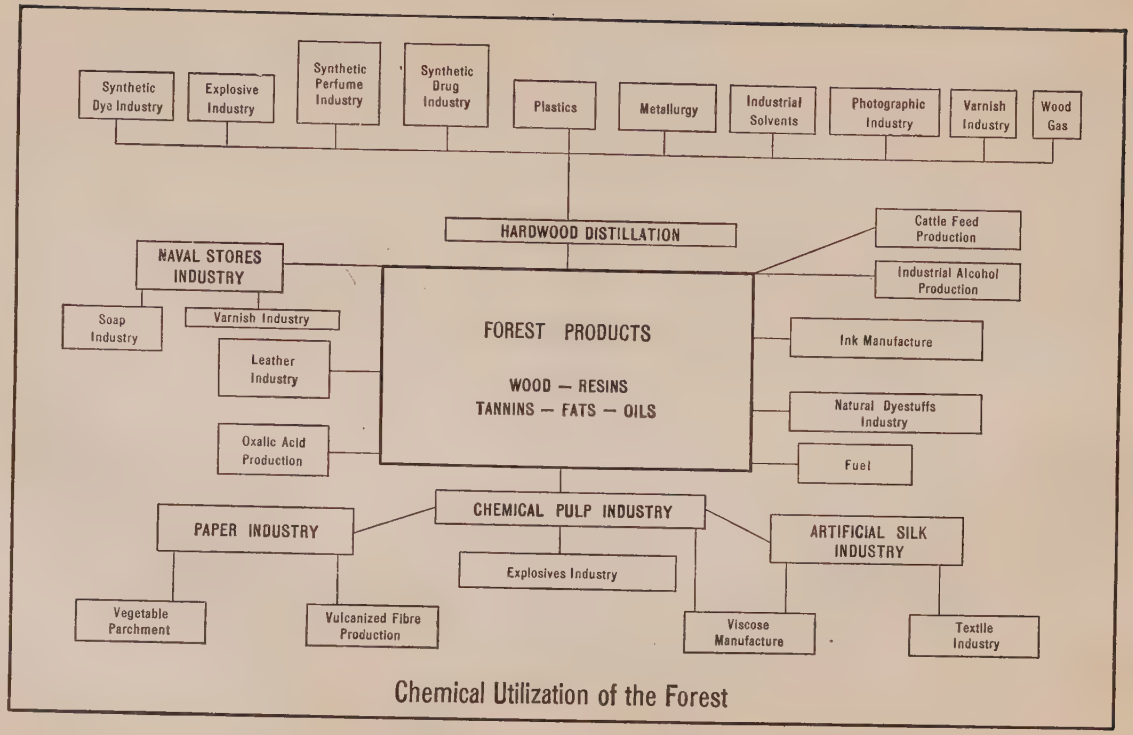
Direction II. — For information concerning any one of the above topics consult the encyclopedias, the annual almanacs, and textbooks in general science, geography, and economics.

Direction III. — In preparing a report on topics in Direction I in your notebook, answer such questions as the following:

1. How extensive is it?
2. How difficult is it?
3. Why is it important?
4. In what way does it benefit the state or nation?
5. What is the most interesting fact about it?

Direction IV. — Make an oral report to the class on the basis of your notes in the notebook.

Education in thrift. Thrift education is becoming of greater importance each year. It has been found that it is comparatively hard to teach thrift to adults, for their habits of spending are hard to change. The present generation of folks in America is very wasteful with food, clothing, automobiles, and time. It is, however, comparatively easy to interest children in saving. As a country gets older, people are forced to be more careful, or, as we say, thrifty. Such resources as mines, oil wells, and farms become less productive and their products more expensive. It is because of these facts that schools emphasize the importance of being careful in the use of the products of nature, and teach thrift through school savings and similar means. Among the agencies most active in promoting thrift are schools, banks, insurance companies, and various other organizations interested in the growing generation. This interest is promoted by the knowledge that the welfare of the next generation depends upon the habits of thrift and saving which may be developed among the boys and girls in the schools to-day.



Chemical Utilization of the Forest

What industries are there in your town that depend upon forest products?

Testing What You Have Read

1. If you have read this chapter carefully, you should be able to tell:

a. why thrift education is becoming more important each year
b. how various agencies promote thrift
c. why the schools promote thrift
d. the characteristics of a spendthrift
e. why people should save
f. what is included in the term, *saving*, with examples of what you mean by saving
g. the importance of properly investing savings, with the illustration of a bad investment mentioned in this chapter or one of which you know
h. the importance of a budget and how a personal or a family budget is made

2. Have we always practiced thrift with our natural resources? Give illustrations from our mines, forests, and farms in answer to the question.

Using Your Class Library

Dunn — *Community Civics and Rural Life*

I — 165–176
II — 176–188
III — 210–222
IV — 223–237

Johnson — *We and Our Work*

V — 101–106
VI — 106–109

JUDD AND MARSHALL — *Lessons in Community and National Life*

VII — Series B, 193–200
VIII — " C, 48–52
IX — " " 53–60
X — " " 67–72

LAPP — *Economics and the Community*

XI — 24–30
XII — 203–213
XIII — 213–220
XIV — 305–317

MARSHALL — *Readings in the Story of Human Progress*

*XV — 440–446
*XVI — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

***Problem Five.** *Purpose.* — To get the arguments advanced by agencies in the community that seek to teach thrift.

Direction I. — Examine two recent issues of one or more newspapers and clip those advertisements that call attention to the importance of thrift or wise investment of savings. Bring your clippings to class.

Direction II. — Analyze your clippings and make a list of the arguments for thrift.

Direction III. — A committee of the class should be named to prepare a poster displaying the most interesting of these clippings.

Direction IV (Optional). — All members of the class or a special committee should procure from local banks, insurance offices, and other concerns interested in saving, sample materials relating to thrift. This material should be explained to the class and then placed in the class collection of materials.

Problem Six. *Purpose.* — To learn the common forms of wasteful expenditure of time, money, or materials.

Direction I. — Make a list of seven common illustrations of the waste of food in homes. Report as follows:

1. Burning of food during the process of cooking

Direction II. — Make a list of seven common illustrations of the waste of money on clothes. Report as follows:

1. Buying poor materials because they are cheap in price

Direction III. — Make a list of four forms of excessive expenditure of time and money on recreation and entertainment. Report as follows:

1. Seeking to entertain more elaborately than our friends or neighbors

***Problem Seven.** *Purpose.* — To create an interest in National Thrift Week.

Direction I. — The National Thrift Committee has its office at 347 Madison Avenue, New York City. A representative of the class should ask this committee to send the free samples of posters and other material published by the committee. This material should be used by a committee of the class for a special report.

Direction II. — The National Thrift Committee has a slogan, *Don't Juggle with Success and Happiness.* The committee states ten rules for a successful and happy life. Let each pupil prepare a list of valid reasons for including any one of the rules in the list of ten. The ten rules are:

1. Work and earn.
2. Make a budget.
3. Record expenditures.
4. Have a bank account.
5. Carry life insurance.
6. Own your home.
7. Make a will.
8. Invest in safe securities.
9. Pay bills promptly.
10. Share with others.

Problem Eight. *Purpose.* — To find the reasons for the success of a certain family in thriftiness.

Situation. — In one of our leading daily newspapers appeared the following letter on the subject of thrift:

We have been married a little over a year and can get along on my husband's salary of $35 per week and save something, too. We bought for cash all our furniture, including radio, and had $200 laid away for a "rainy day," which we have not touched. We are buying our home in the suburbs through B. and L., costing $34 per month; taxes and water, $8; coal, $6; gas and electricity, $5; insurance, $3.40; saving fund, $6; and $5 interest on the mortgage. Of the $35 I get $14 per week and use $8 of it for the table (twenty-one meals), with company of sometimes from four to eight on Sunday, once or twice a month. You may say this is impossible. They are not meals bought in the delicatessen store, but everything is home-made and of the very best, and there is never a thing wasted; and there were seven dozen jars of fruit put up last summer.

So many people complain of the high cost of living, but spend twice what they should for canned soups and vegetables and fruits because they do not want the trouble of cooking fresh goods. Of the other $6, $4 goes for our clothes and $2 are put away each week. We have good clothes, and as many and as nice, as any of our neighbors and friends. I make everything I wear, including hats and coats, but always buy good materials, and of course they are made over, too. So much can be saved in this way if people would try to study things out. Expenses at Christmas were $100 and we have birthdays, too.

My husband pays for all other expenses, including 20 cents a day for car fare (he carries his lunch). Movies come once a week and several times good show seats at $2.20 each. We have

ice cream three times a week and candy once in a while. We give regularly to church. We used to wonder how we would manage; but if both pull the same way and do their best, it can be done. — Mrs. X. Y. Z.

Direction I. — From a careful examination of the foregoing make a list of at least eight reasons for the success of Mrs. X. Y. Z. in matters of thrift.

Direction II. — Make a list of some items of expense of many families that are not mentioned by Mrs. X. Y. Z.

CHAPTER XVII

INSURANCE

The need for insurance. A fire destroyed a residence in the neighborhood of a junior high school and three boys from the school exchanged the following opinions relative to the loss. The first boy said: "The city will help the owner rebuild his house because it is the duty of the city to prevent fires." The second boy declared: "The city won't pay a cent and the owner will have to stand the entire loss." The third boy said: "If the owner has insurance on his house, he may get enough to rebuild it." Whenever property is destroyed by fire, we immediately think about insurance, because we hope the property owner is protected against loss. We also think about insurance whenever we hear of the loss of property by theft or whenever a person is injured in some accidental way.

Insurance affords protection from losses from different kinds of unfortunate or disastrous occurrences. Every citizen is engaged in many activities involving a greater or less risk of life, health, physical comfort, or property. Whenever we park our automobile in a downtown street, we run the risk of its being stolen. Whenever we cross a busy street, we run the risk of being injured. Our homes may at any time burn down or be burglarized. We may at any time lose some valuable papers or jewelry.

All activities require the taking of risks or chances. Thus, a factory may be getting a fine start and may have bright prospects for the future, when its manager, the man upon

whose business ability it depends in part for its success, is suddenly removed by death. Or it may be that the *owner* of the factory is removed by death or is seriously injured in an automobile accident and unable to lead affairs for several weeks. The factory may have a boiler explosion that causes the plant to shut down for a week or more. This explosion may result in the injury or death of employees, with the result that the owners have to pay heavy damages. It may happen that burglars break into the office of the factory and steal money and valuable legal papers. There is also the constant risk of fire. Losses by any of the foregoing risks may be covered by insurance.

Problem One. *Purpose.* — To determine the attitude of adults toward insurance.

Direction. — Ask two adults the three following questions concerning insurance, and report their opinions as follows: "In answer to the question, ————, the first person said: ————. The second person, in answer to the same question, said ————."

1. Would you advise a young married man employed in a garage to carry
   (*a*) life insurance?
   (*b*) accident insurance?
   (*c*) health insurance?
   (*d*) fire insurance?
2. What arguments would you give a young married man to support your advice concerning life insurance?
3. What other kinds of insurance would you advise a young married couple to carry?

A committee of the class should make a summary of the reports of these interviews and give the results to the class.

What is insurance? In pioneer days there was no adequate fire protection as we now have it in our cities and

villages. A fire which then destroyed a man's house and furniture or his barn and stock resulted in such a serious loss to him that he was forced to seek the help of his neighbors in rebuilding his home and barns and in restocking his farm. In time, groups of individuals pledged themselves

Courtesy, Detroit News

Ruin caused by fire

The loss is borne by the many who pay insurance premiums from year to year on their own properties.

to share such a loss which any one of the group might incur. Each individual in the group guaranteed to furnish money and labor to help rebuild the house or barn which had been destroyed. In a way this was the beginning of insurance.

By a study of records of fires the probable annual loss was found and companies were formed in which members agreed to pay a certain sum of money, equal to the total

probable annual loss, whether a fire occurred or not. Gradually companies of business men guaranteed, by establishing a reserve fund, to assume this probable loss, provided a fixed sum of money was paid to them annually by each individual who wished to protect his property. From this origin modern *insurance companies* were formed. These companies assume the risks and distribute the costs among their many patrons. When a man takes out insurance, he substitutes a small *certain* cost for the risk of a large *uncertain* loss. The company is called the *insurer;* the patron, the *insured;* the agreement or contract between the insurer and the insured is called a *policy;* and the sum paid the company for assuming the risk is called the *premium.*

It is the practice of insurance companies to keep records of statistics for many kinds of losses. These statistics enable companies to predict with a fair degree of accuracy the proportion of loss which will occur each year. On the basis of such records the premium rates are fixed. The premium always includes a sum sufficient to cover the expenses of conducting the business, to return a fair profit to the company, and to accumulate a surplus against an unusual demand, such as the loss of life through an epidemic of influenza or the loss of property in a great fire.

The insurance policy. When one buys insurance, he is given an *insurance policy.* An insurance policy may be defined as a contract, that is, a written agreement, between the owner of the property or the persons whose health, life, or property is insured and the insurance company. The policy includes a statement of the amount of the insurance, the rate or the premium that must be paid, when the premium is due, and the conditions under which the company will pay losses. It should also be remembered that an insurance company is not bound by any of the opinions or

promises of its agents unless these are definitely stated in the policy.

It must be admitted that there have been dishonest insurance companies in former years and that many people have lost heavily through such companies. By a dishonest insurance company is meant one which misrepresents what

Photo from Wide World

Ruin caused by flood

This is a flood scene on the Mississippi River in the spring of 1927.

it intends to do. It is also doubtful whether all of the present companies are equally honest, fair, and reliable, though most of them are. The state and national governments supervise insurance companies to prevent dishonest practices. Insurance companies are now so carefully supervised and most of them are so well conducted that it is an easy matter to make sure that one is dealing with a safe, reliable concern.

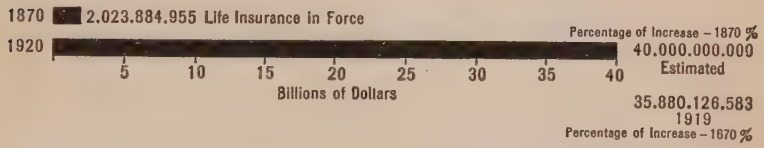
The kinds of insurance. One may take out insurance against the loss of property by wind, lightning, fire, flood, theft, or almost any other source of destruction. One may also take out insurance against accidents, sickness, and for the protection of one's family in case of death. Life, health, accident, fire, and marine insurance are the oldest and perhaps the most common kinds of insurance, because they cover the fields of greatest losses.

Other forms of insurance are rapidly growing in favor, such as automobile, plate glass, elevator, boiler, title, credit, fidelity, burglary, parcel post, war risk, employers' liability, tornado, and rain. It is quite common for a celebrated musician to have his fingers insured, a great singer her voice, and a successful baseball pitcher his arm. The reason these persons take such insurance is readily apparent. It is instructive to remember that where there is risk of a loss, there can usually be found an insurance company to protect one against the financial results of such a loss.

The amount of insurance. A house worth $20,000 should be insured for four times the amount that would be taken on a house worth $5,000. The same kind of reasoning should be applied to the problem of the amount of other kinds of insurance that a person may carry. One of the most common questions is: "How much life insurance should I carry?" The answer is simple. First, how much is your present income? Second, how much income do your dependents need? Naturally the needs of one family are not the same as those of another. It all depends on the standard of living or, as may be said, the demands of the family. A man should aim to provide his dependents with an income, which, when supplemented by their own efforts, will be sufficient to allow them to maintain themselves in reasonable comfort.

The services furnished by insurance. The value of insurance on property is easily understood. The values of life insurance are suggested by the common arguments presented by the representatives of the insurance companies. Among these are usually the following:

First, life insurance combines protection with savings and is the simplest way to create an estate through relatively small payments.



Courtesy, Mutual Benefit Life Insurance Co.

The growth of life insurance assets and life insurance in force

How do you explain the great increase in the total amount of life insurance?

Second, it takes a long time to accumulate a worth-while estate or fortune by saving and investing a portion of one's income as it is earned. The sure way to establish an estate immediately without the investment of a large principal is through life insurance. The cost depends entirely upon the plan and amount of insurance desired and the age of the applicant.

Third, after life insurance has been carried for several years, a person may secure a loan of money on his policy to complete an education, buy a home, or for any similar worthy undertaking.

Fourth, Life insurance has many uses such as:

(*a*) to protect the family and provide for them at death
(*b*) to protect one in event of total and permanent disability
(*c*) to provide an income for old age

(*d*) to protect the mortgage on one's house
(*e*) to provide an education for one's children

The foregoing arguments are used by all advocates of life insurance and indicate the many advantages and values claimed for it.

Adapted from "The Destiny of Dollars," by permission of Raleigh R. Stotz

The property left to heirs

This graph should be read thus: fifty-three and one half per cent of adults leave no property at their death, etc. What questions does this graph suggest to you?

Problem Two. *Purpose.* — To learn additional facts concerning local interest in life insurance.

Direction. — Two committees of the class should be appointed to interview different local agents for life insur-

ance and to procure for the class information bearing on such questions as the following:

1. Do most of the people in the locality carry life insurance? What would you estimate as the average amount?
2. Are there many people who are unwilling to carry life insurance?
3. What are three common objections that people offer to life insurance?
4. What are your two best arguments for taking out life insurance?
5. What are some of the newer or more recent kinds of policies in life insurance? What are their benefits?

Group insurance. There is much interest to-day in group or social insurance. This is a form of protection of health, employment, or one's dependents that is provided for all members of a certain group. The reasons for our interest in group insurance are clear when we recall that in earlier times in this country it was not a very serious thing if a man or woman was not able to work for a while. If one member of the family was hurt or ill, the others could still get enough to live on from the farm until he was able to do his part again. The old people who could no longer do a full day's work helped in many ways, and it was no hardship for the family to share food and shelter with dependents. These conditions are even to-day true in country districts.

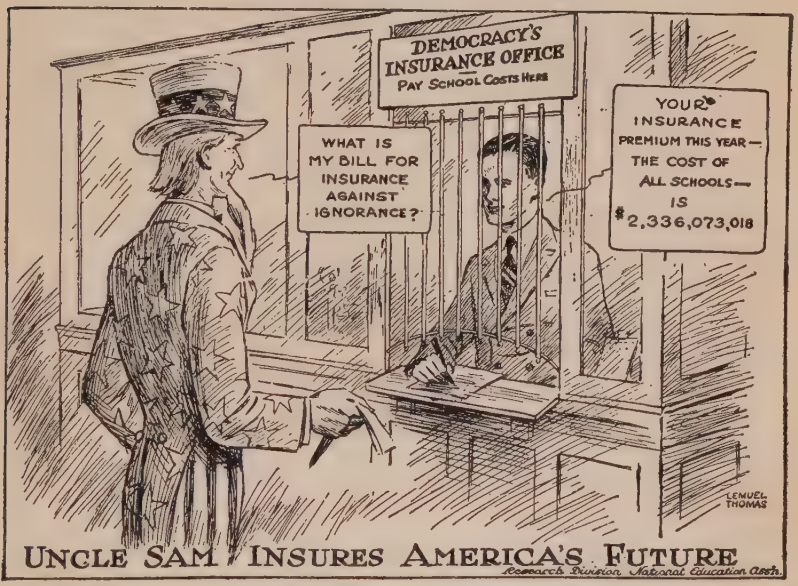
The situation with the modern industrial worker is very different from that of the worker in the earlier days. He must live on the money he can earn by working for others. When he cannot work, because of some injury, his wages almost always stop and he must live on his savings, on borrowed money, or on charity. He must continue to buy

food from the butcher, the baker, and the grocer. His rent, insurance, and other expenses must be met just the same as though he were working. It is quite likely that he will have many extra expenses, such as bills for medicine, medical treatment, and perhaps for hospital care. How can he meet these expenses when he is unable to work? This is a serious question for thousands of people, for we are told that in the United States four people are injured while at work every minute of the twenty-four hours. That means over two million a year. To meet this situation, insurance is provided to cover any individual in the group. Each member of this group pays a premium or fee for the protection provided by such insurance.

The features of a workmen's compensation law. One of the first forms of group insurance to be put into force in the United States is *workmen's compensation insurance.* This is the name we give to that kind of group insurance which protects wage earners from loss due to accidents while at work. Since 1910 workmen's compensation laws have been put into force by forty-two of the forty-eight states.

The states without compensation legislation in 1925 were Arkansas, Florida, Mississippi, Missouri, North Carolina, and South Carolina. In general, a workmen's compensation law gives the wage earner medical care for his injury and two thirds of his wages as long as he is disabled, after the first few days. He is not paid the whole of his wages because that might tempt some lazy workers to pretend to be hurt and to try to live without working. If the wage earner is killed, compensation is paid to his wife and children. The whole cost of workmen's compensation is paid by the employer, who is expected to add it to the selling price of his product.

The sum which is paid varies in different states and in accordance with the kind of injury, but it is generally not less than seven and not more than eighteen dollars a week. In case of death from accident, the award is usually from seven dollars to eighteen dollars a week for a period of


DEMOCRACY'S INSURANCE OFFICE
PAY SCHOOL COSTS HERE
WHAT IS MY BILL FOR INSURANCE AGAINST IGNORANCE?
YOUR INSURANCE PREMIUM THIS YEAR— THE COST OF ALL SCHOOLS— IS $2,336,073,018
LEMUEL THOMAS
UNCLE SAM INSURES AMERICA'S FUTURE
Research Division National Education Assn.

Courtesy, National Education Association

The above cartoon illustrates well the principles of insurance. Uncle Sam is about to insure America's future against the evil effects of ignorance. The premium is the cost of schools. The purpose of the insurance is the protection of our institutions.

three hundred weeks. This is given to the dependents either in a lump sum or in a series of payments extending over several years. In addition to workmen's compensation laws many states now have laws which aid those injured in industry to prepare themselves for occupations for which their injury does not disqualify them.

Testing What You Have Read

1. Why should your home, your automobile, and your father's life be protected by insurance?
2. Explain the development of insurance companies.
3. Should a person taking out insurance sign a policy after he has had it explained by the agent, or should he first read the policy carefully? Why?
4. List ten forms of insurance which can now be taken out.
5. How can one determine the amount of insurance he should carry?
6. Has insurance any value except as a protection from loss? How?
7. Explain *group* or *social* insurance.
8. Why do most of the states have a workmen's compensation law?

Using Your Class Library

Judd and Marshall — *Lessons in Community and National Life*

I — Series C — 241–248

Lapp — *Economics and the Community*

II — 187–194
III — 195–201

Lyon — *Making a Living*

IV — 146–148
V — 244

Other Problems to Be Solved

Problem Three. *Purpose.* — To review the meaning of certain terms used in insurance.

Direction. — Prepare brief definitions of the terms listed below. Secure information from the dictionary, the encyclopedias, or the pamphlets distributed by the insurance companies. Be careful to find the definition of the term as it is used in the field of insurance. Copy the full definitions in your notebook.

1. Accident insurance; 2. annuity; 3. casualty insurance; 4. dividends; 5. endowment insurance; 6. fraternal insurance; 7. an insurance policy; 8. a mutual insurance company; 9. the premium; 10. term insurance.

Problem Four. *Purpose.* — To assemble facts concerning the local investment in fire insurance and the local attitude toward fire insurance.

Direction. — Two committees of the class should interview different local agents for fire insurance and secure information in notebook form bearing on such questions as the following:

1. Do most of the property owners in the locality carry fire insurance? What would you estimate as the average amount?
2. Are there any considerable number of property owners that are unwilling to carry fire insurance?
3. What are three common objections that property owners offer to fire insurance?
4. What are your two best arguments for taking out fire insurance?
5. What are some of the newer kinds of policies in fire insurance?

***Problem Five.** *Purpose.* — To find additional facts concerning insurance.

Direction. — List five interesting facts concerning insurance that have not been brought before the class in the problems or readings. Consult the encyclopedias under the heading *Insurance* and examine the booklets of insurance companies. Give special attention to the costs of different kinds of insurance, the amounts carried by the people of the nation or of a state, the purposes of insurance, and the unusual kinds of insurance.

PART FOUR

PROBLEMS OF THE ECONOMIC AND INDUSTRIAL LIFE OF A COMMUNITY

CHAPTER XVIII

THE INDUSTRIAL COMMUNITY

The growth of modern industry. It is only during the last hundred years that towns and villages have developed rapidly. In your textbooks in history mention is made of the *industrial revolution* which began about 1760 and may still be said to be going on. It came as a result of certain inventions, such as the spinning jenny and power looms. These machines made it much easier and more profitable to make the articles in factories than in the homes. The industrial revolution was further hastened by the invention of the steam engine.

With the growth of towns and cities a coöperative type of industry has gradually come into existence. With the building of factories people were drawn from scattered rural sections. Those living in the cities have learned trades and have become the makers of innumerable manufactured articles. The tradesmen supply the rural districts with clothes and tools and help build their homes.

At first, most of the trades were carried on in small one-man shops which required very little capital. With the invention of the steam engine and the development of steam power, machines to do the work of hand labor were invented. The tradesman used his savings to purchase tools and machines to assist him. By means of tools and machines he could produce more in fewer hours of work. If he did not have sufficient money himself, he often persuaded some one who did have money to join with him, form a partner-

ship, and share the increased profits which would result from working with improved tools and machinery. In this way the modern factory system with production on a large scale has slowly come into existence.

Courtesy, National Child Life Committee. From Hine Photo Company

A typical "sweat-shop"

Problem One. *Purpose.* — To determine the amount of information in one issue of a daily or weekly newspaper on the subject of labor.

Direction I. — From an issue of a daily or weekly newspaper clip those articles that refer to such matters as the following: unemployment, strikes, boycotts, wages, vocational training, conditions of workers in your district, child labor, women in industry, health of workers, and new factories.

Direction II. — Bring to class one or more pictures, taken from newspapers, bulletins, or magazines, relating to any one of the subjects named in Direction I.

The necessity of labor and capital. The simplest thing which man can produce requires some labor. The Indian made the bow and arrow and with them shot the deer. His patch of corn was planted and weeded. The making and using of tools involves the work of the laborers. If it were not for the men who use the tools and operate the machinery, our factories could not be operated. Our farms could not be tilled without labor, and the invention and manufacture of tools and machinery would be useless. But the manufacture of tools and machinery requires capital. Capital means wealth used to produce more wealth. Labor and capital are both necessary for production. In modern industry one is useless without the other.

The labor of the pioneer. As explained in an earlier chapter, there was a time in the history of our country when life was so simple that each family was quite independent of other families. Wool, cotton, and linen were spun and woven into cloth in the homes. The cloth was bleached, dyed, and made into clothing by the members of the family. When a new house was to be built, the trees were cut and the logs sawed and planed by hand labor. Each man was his own carpenter, blacksmith, tool maker, weaver, tailor, and cobbler.

In this pioneer period each housewife was her own baker, dressmaker, butter maker, gardener, and laundress. Each family performed for itself the many services now provided by our stores, factories, trained mechanics, and professional men. Much of the trade was by barter. The tradesman exchanged his finished product for raw materials and the necessities of life.

The division of labor. The early pioneer might have been called a Jack-at-all-trades. As other settlers came and villages developed, the pioneer was relieved of some of his tasks by exchanging some of the things that he produced for things produced by others. What thus took place is known as *division of labor,* which means that one individual does certain types of work only and receives in exchange for his products the results of the work of many others.

In the factories one finds the division of labor carried much farther than in the pioneer sections. In an overall factory many workers help to make one pair of overalls. Some workers do nothing but shape the cloth with electric cutting knives which cut layers of cloth from four to six inches deep. Other workers operate power machines which bind the material. Others operate machines which sew the various pieces together. Still other workers only make buttonholes or sew on buttons. As a result of division of labor the completed pair of overalls represents the work of many hands. But by the end of the day many more pairs are made than the same number of people could have produced, had each done all the work of making a pair alone.

The kinds of workers. There are many kinds of workers in the United States. We usually classify workers as skilled, semiskilled, and unskilled. The skilled worker possesses a type of training that is comparatively difficult to acquire. The plumber, the carpenter, and the bricklayer belong to the skilled trades. The unskilled worker has little to offer other than his physical strength. It is the unskilled worker who does most of the varied rough and heavy work in our country The semiskilled worker possesses enough training to handle simple tools and machinery or to work in the trades as a helper. The skilled worker is supposedly a

master of some trade. He is an expert in the handling of the tools or the machinery of his trade. A skilled worker earns higher wages than other workers. The conditions of work for him are usually more satisfactory and the opportunities for steady employment are greater.

Of what capital consists. The establishment of a business requires what is called *capital*. Capital is the accumulated surplus which the individual saves from his income in

Photo from Keystone View Co.

The place where the first Ford automobile was built

excess of actual living expenses. Buildings, machinery, tools, stock, seed, and surplus cash are capital when used to produce more wealth. The first man who produced more than he had to consume created the first capital. For example, the early farmers were able to produce more wheat, oats, and other grain than they needed for their own use. This surplus of grain was used for seed the following year. Every year they were able to sow more acres of grain, which in turn added to their surplus. Each

time that a greater surplus was created, the farmer had so much more wealth with which to buy labor-saving machinery, or to employ laborers to further increase his capital. Gradually wealth was produced; it became capital. The power of labor was reinforced by the power of increased wealth. With the product which he sold the producer was able also to employ help to assist him in the use of the tools to their full capacity, which again increased the amount of production. Hence, tools, machinery, and grain became part of the wealth which made up his capital.

Wealth and capital have extended so that they include not only machinery, but railroads, steamships, factories, and their equipment. A railroad, an engine, a factory, a steam shovel, a herd of cattle, a flock of sheep, or an elevator filled with grain is just as much capital as is money. Credit, such as bonds and stocks, is capital. If we were again without tools, implements, factories, and accumulated credit, we should again have to start all over to produce everything with our hands. We should have to make our own shoes, weave cloth for our own clothes, catch fish with our hands, cultivate the soil without tools, if it were possible, and revert to a very simple life.

Large scale production. Labor has been made easier and more efficient because of man's genius to devise and invent labor-saving machines and machines more powerful than human strength. Capital has been assisted by man's ability to organize and manage great industries and keep them running. The result has been the possibility of production on a large scale. This increased production obtained by means of labor-saving and high-power machines has produced two good results. The wages of the laborer have increased and at the same time the price of the finished product which he uses has, relatively, decreased. This

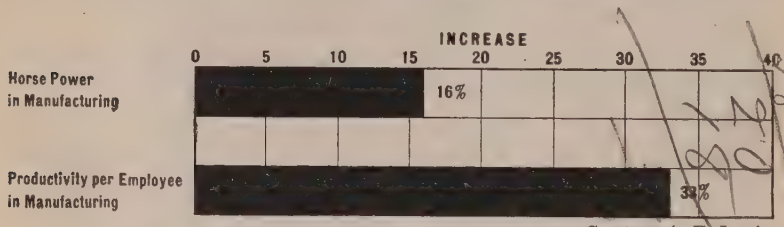
Photo from Ewing Galloway

The Highland Park plant of the Ford Motor Company

This plant covers two hundred seventy-six acres, of which one hundred five are under roof, and employs many thousands of workers. A modern factory requires organized coöperation and division of labor. Are there any objections to complete division of labor? What conditions might tend to destroy coöperation in a big plant?

means that more and more people can afford to purchase the product and that thus man's standard of living has been gradually raised.

Natural resources. There is still another very important factor in the problem of production. This third element is raw material. The capital or wealth which has made possible the use of tools, the building of factories, and the employment of labor would be useless without material on which to work. This raw material is traced back directly



Courtesy, A. K. Lovrien

How machinery helps the worker

This graph for the decade ending 1926 shows the effect of the increased power in manufacturing plants on the average amount produced by each employee. How would you express the relationship in the increase in power and the increase in productivity per employee?

to the natural resources of the earth. The good soil which the farmer tills in order to produce food, or cotton for clothing, is a natural resource. Coal, iron, gold, silver, lead, and all other minerals and products of mines and quarries are natural resources used in production. The forests contain timber, and the lakes and rivers, fish. Man depends on these natural resources and could not exist without them. Apply labor to the natural resources and add sufficient capital in the form of tools, implements, machinery, and factories: then large-scale production is possible. The more we can get those in control of labor and capital to coöperate and work in harmony in developing our natural

resources, the greater will be the wealth and prosperity of our country.

The importance of inventions and labor-saving devices. Various types of labor-saving machinery have meant much in the accumulation of capital in this country. Such an invention as the cotton gin has taken the place of hundreds of laborers in the separating of cotton from the seed. The steam engine which hauls hundreds of tons of material from one section of the country to another has helped to make production on a large scale possible. With easy transportation raw material can be brought to the factories in larger quantities and the finished product can be distributed at a lower cost.

The organization of business. Most large business organizations to-day are in the form of stock companies or *corporations*. A corporation is organized under a charter granted by some state government. In the charter the purpose of the corporation, how it may be organized, and its duties and privileges are all described as provided for by the state laws. The laws of the state specify the amount of liability for which each member is responsible as one of the corporation. The corporation also makes possible the selling of stock in the form of shares, so that a large number of people may bring their savings together and thus place under one management a large amount of capital. After the stock company is organized and the business established, the officers are elected and the management of the corporation is under the control of the directors and officials named by the stockholders.

The corporation in the United States has been a very successful form of business management. Much of this success is due to the fact that a great many people can put small amounts of savings into a corporation by buying

ECONOMIC POSITION

UNITED STATES AND THE WORLD - 1924

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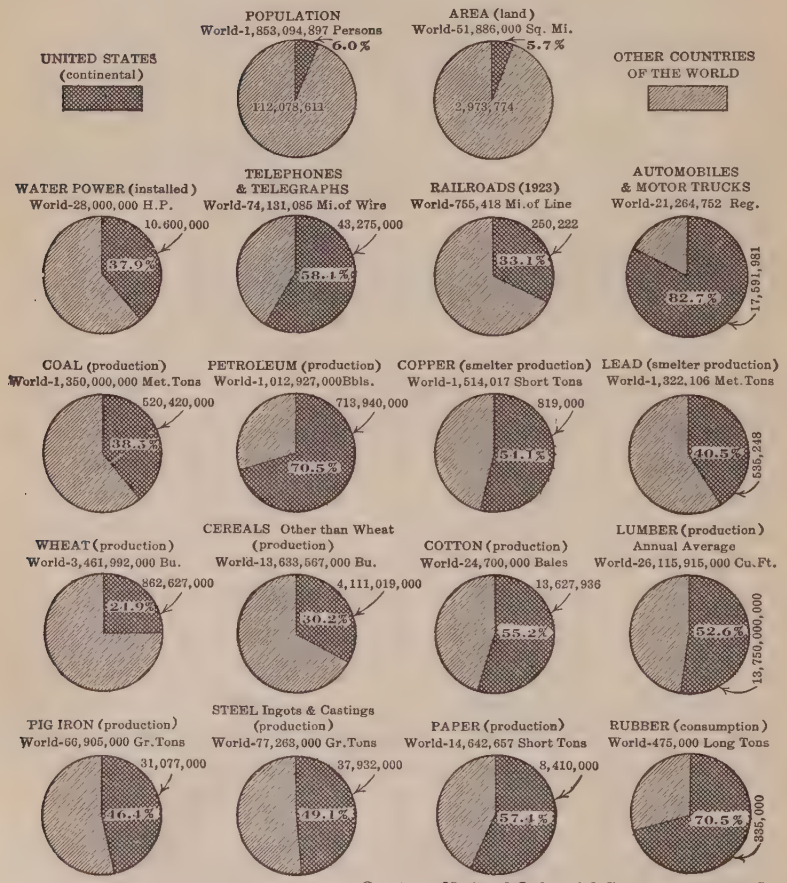


Courtesy, National Industrial Conference Board, Inc.

From the above table compare production in the United States with production in the rest of the world

stocks for ten dollars a share, one hundred dollars a share, or larger amounts. This is an advantage, not only to the corporation, but to small investors also. Each investor is liable only for the amount which he has put into the business. Another advantage is that the sickness, disability, or death of one or more officers or stockholders does not as a rule seriously affect the corporation.

One of the chief disadvantages of a corporation is that the owners of the stock do not *manage* the business. The management sometimes falls into the hands of dishonest or incapable individuals. The capital stock is sometimes sold in excess of the value of the business. Sometimes those in control of a majority of the stock become the paid officials and draw larger salaries than the business is able to pay. The success of a corporation depends upon the soundness of its financial policy and the type of men selected for its management. The Standard Oil Company, the United States Steel Corporation, the General Motors, and many railroads are well-known, sound corporations. There are many corporations which are not sound because the management is not good or the enterprise is not profit-making.

Monopolies and trusts. If a person has something of economic value which no other person possesses, he has what is called a monopoly. A valuable spring of water on one's land, a copyright, and a patent are examples of monopolies. A copyright on a book or patent on a machine is a monopoly granted by the government to a private individual. The gas company in your city very often has a monopoly granted by the city; that is, it has no competition in its field of business. Some governments have a monopoly on certain industries, such as the monopoly of the Italian government on the sale of salt.

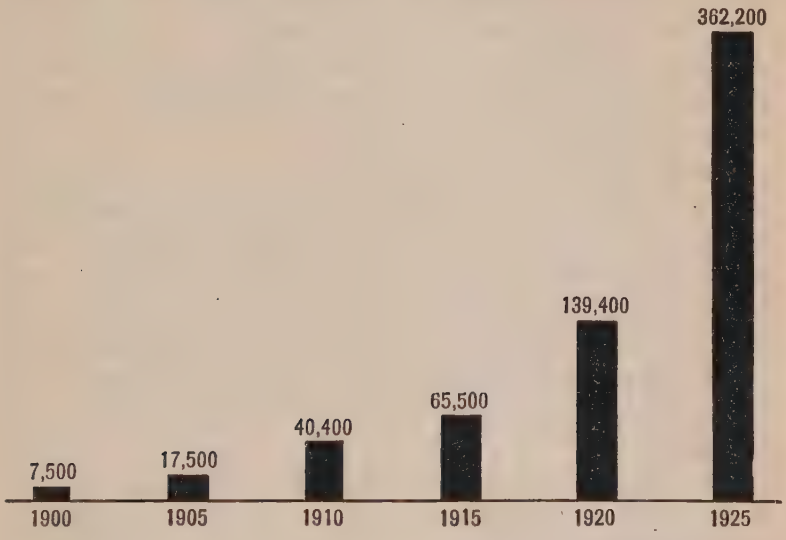
These various kinds of monopolies are generally controlled so as to protect the individual, the city, or the nation. When, however, a group of corporations or a group of companies selling the same product unite under one board of trustees so that competition is no longer possible, such a monopoly is called a *trust*. If it does business "in restraint of trade," as we say, it is considered harmful, and it is illegal.

Coöperation between capital and labor. The newspapers often contain accounts of strife between employers and workers. Sometimes these difficulties are described as quarrels between labor and capital. It should be remembered that the success of any business or enterprise depends upon four factors, namely, location, tools, labor, and management. The location and tools may be defined as the capital. The farmer is a good example of a worker that may own tools and land and furnish his own labor. He is his own employer. For this reason the farmer is sometimes spoken of as the most independent of workers. This is only a partial truth. The farmer is dependent on others for certain commodities which he receives in exchange for his crops. The farmer's machinery, clothing, and much of his food are produced in the factories of the city or grown in some foreign country. The farmer is also dependent on others who may buy the products that he raises.

It frequently happens that those who labor do not own the tools or the location, that is, the capital. Of course it is evident that tools would be worthless unless used by workers to produce things of value. In turn, a worker can produce little of value without the use of tools. It is very necessary, then, that the owners of the tools and the workers coöperate in carrying forward any industry.

During the last decade, there has developed in many big industries a better spirit of coöperation between employers

and employees. The employers have recognized the rights of the laborers and have been more willing to share with them and to allow them a greater portion of the profits. The laborers have realized that the business must be profitable and pay a fair dividend on the money invested, and



From Fay's Elements of Economics

The increase in the number of stockholders in the American Telephone and Telegraph Company between 1900 and 1925

Many of them are employees of the company. What effects are to be expected from the sale of shares of stock to employees?

hence they have been more willing to work for the interests of the business. The ideal of *service* in modern business organizations has been slowly developing. The laborer is beginning to understand that waste and loafing hinder both capital and labor. It also increases the price of the finished product. The efficient industry of to-day is the outcome of the coöperation of capital and labor, together with man's

increased ability to develop and control the resources of nature. The necessity for hearty coöperation of employees and employers must be even more generally recognized in the future. If employees are selfish, lazy, or discontented in their attitude, the employers suffer. In turn, the employees suffer if the employers are interested only in profits. The Golden Rule offers the only solution of the problem of the right relationship between employers and employees — "Whatsoever ye would that men should do to you, do ye even so to them."

Organization of workers. In order to protect their interests as workers, many laborers belong to organizations called labor unions. There are local labor unions for nearly all trades. Plumbers, painters, printers, garment workers, and miners have their own local unions. At the same time, many of these local unions are associated with state and national organizations. The largest and most important of the national labor organizations is the American Federation of Labor.

Labor organizations strive to secure better wages, shorter hours of work, and more favorable working conditions for their members. In order to do this, labor unions sometimes order their members to cease working until the employers grant certain demands. Such an order to cease working results in a *strike*. Strikes are sometimes conducted in such a way as to cause riots and great disorder. This is, however, not usually the case, as most strikes are peaceful.

Another means by which labor unions force employers to grant demands is the *boycott*. This may be illustrated as follows: Assume that all of the pupils in your class have a just grievance against a local merchant. In order to force the merchant to remove the cause of the grievance, you and your associates agree not to buy anything from him and even

try to get others to do the same. This refusal to have business dealings with another party is called a *boycott*.

A third means sought by unions to further the welfare of laborers is the regulation of conditions of work through legislation. It is a means that may be used by any group and it does not lead to violence of any kind. Unions sometimes work to secure the passage of good labor laws which will force employers to meet certain conditions. This is always the better way for any group to improve conditions.

There are many people who do not feel kindly towards labor unions because they believe that each employer has a right to pay such wages and require people to work such hours as he and his employee may agree upon. In judging organizations of workers it should be recalled that farmers, bankers, merchants, salesmen, teachers, and other groups have their organizations for the advancement and protection of their interests. Should such organizations as well as unions of workers be criticized as long as they recognize their responsibility for real service to the rest of their fellow citizens? Why?

Problem Two. *Purpose.* — To get the opinion of adults relative to labor unions.

Direction. — Talk with one or more adults, and report their views, or consult some reference book on the following questions:

a. What good services or works, that you know about, have been performed by labor unions?

b. What wrong acts by any labor union do you know of?

c. If one were to become a carpenter or a bricklayer, would you advise him to join a labor union? Why?

Child labor. Many of the states permit the employment of children under sixteen years of age in certain occupations. In other states there are restrictions on the kinds of employ-

ment in which they may engage. The four principal street trades permitted by law for children are newspaper selling, bootblacking, peddling, and tending market stands. In many cases newsboys have to rise at four or five o'clock in the morning and they often sell "extras" in the downtown districts until midnight. In such cases the health of newsboys is likely to be injured. It frequently happens that younger boys in this occupation acquire the habits of begging and "short changing." On the other hand, in many cases newspaper selling gives valuable business experience and increases a boy's confidence in his ability to deal with people.

Child labor is usually cheap labor and therefore it is favored by some employers. In some states children work for long hours in the sugar-beet fields, weeding and thinning the beets. Children often work in the coal mining districts, picking out pieces of slate from the coal breakers. In the cotton mills children are employed to catch and tie broken threads as they pass through the loom.

In the long run, society finds child labor very expensive because it increases the number of the uneducated and undermines the health of children. If the child is deprived of opportunities for play, schooling, and sleep, he is likely as a man to be physically unfit, discontented, and inefficient.

Problem Three. *Purpose.* — To assemble arguments for and against the employment of children under the age of sixteen in stores and factories.

Direction I. — From other textbooks in civics, economics, and sociology, as well as from articles in encyclopedias on the subject of Child Labor, list seven arguments against the employment of children in shops and factories. Report as follows:

1. Children are paid less than adults and when employed may deprive some man or woman of a chance to earn a living.

Direction II. — Answer in your notebook the following arguments used commonly to defend the employment of children:

1. His mother and father need the money that the boy can earn in order to meet the payments on their house.
2. The boy is not doing very good work in school and dislikes to go to school.
3. The boy wants more spending money than his parents can afford to give him.
4. The boy believes that he wants to be a machinist and desires to start learning the trade right away.

Women in industry. There are millions of women employed in the various industries of the United States, and many laws have been passed to protect their interests. The reason for this is that women cannot work long hours without serious injury to their health. Any breakdown in the physical well-being of several million women would result in serious injury to the whole race. The problem of women in industry is therefore a very serious one.

Most of the laws regulating employment of women have been framed to limit the number of hours per week and to restrict employment in certain dangerous trades and occupations. In some states factories and stores are required to furnish rest rooms and seats for the use of women workers. England has set an excellent example in the laws which have been passed for the protection of women in industry. Among the most important of these are short working hours, a minimum wage schedule, and the prohibition of night work. In the United States each state has made its own

labor laws. As a result, some states have fine laws protecting women in industry, while other states are not so careful in this respect.

Unemployment. The fear of being out of a job is one of the most commonly dreaded experiences that the laborer must face. One may lose a job because of ill health or inefficiency. It frequently happens, however, that an industry has a dull period. At such a time men who are healthy and competent are often out of employment for many weeks or months. There are two general causes for "dull" periods in industry. In some industries there is little work during certain seasons of the year. This is true in some of the building trades, the furrier's trade, and other seasonal occupations, such as coal mining and harvesting.

During the harvest season there is a great demand for labor in the wheat, corn, and fruit states. Carloads of laborers are often "rounded up" in the cities and transported to the great agricultural districts. In the fall these men are usually out of work and drift back to the manufacturing centers trying to find employment in factories. In some states lumberjacks and all men who work in lumber camps generally find employment during the winter season, but are out of work during the summer. With the closing of navigation on the Great Lakes during the winter months, many seafaring men must seek employment elsewhere.

The commonest cause for dull seasons is the lack of demand for certain products or the overproduction of any article. This may be well illustrated in the automobile industry. A slight business depression will cause people to be more economical, fewer people will buy automobiles, and a surplus of cars will be found on the market. Factories then cut down hours of work or declare a vacation. If this dull period is short, the workers do not suffer greatly. If it

continues for several months, many families may be reduced to poverty.

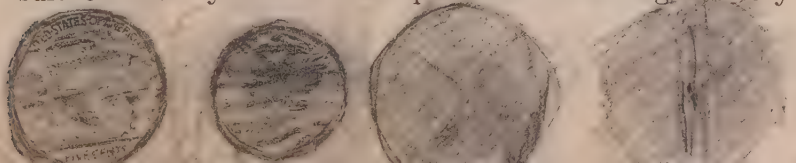
Unemployment is most common among unskilled laborers. This is one argument for seeking to become a skilled rather than an unskilled laborer. Some large concerns set aside each week a certain percentage of the total payroll in order to have a fund out of which wages may be paid to employees during a slack season. Many cities maintain free employment agencies in order to make it easy for those out of work to find employment.

The dignity of labor. Some people seem to despise those who engage in hard physical labor. Such persons do not appreciate the fact that it is not the kind of work that men and women do that determines their true worth. All work of a useful kind is noble. The man that digs the sewer, cleans the street, drives the truck, or mines the coal is rendering as worthy service as that given by the man operating transportation lines or a big industry.

There are many things that we could not possess if people were not willing to do hard and often dirty or dangerous work in producing raw materials, in manufacturing them into finished products, and in transporting them to us. It does not matter what kind of clothes a man must wear at his work. The thing that counts is whether he is doing a useful kind of work, doing it well, and rendering a service to his family and community. It should be a part of the belief of all people in a democracy that labor is a duty from which no person is free, and that all human service is honorable.

Testing What You Have Read

1. Trace the development of industry to show why the suit or dress you wear was produced in a large factory



rather than in your own home from the wool of your own sheep.

2. How did division of labor begin? In a factory, does any one person make a complete article?

3. List five articles (not money) that are capital and show how each is capital.

4. Show what harm strife between employers and laborers brings about and why there should be coöperation.

5. How do natural resources make possible increased production?

6. Explain a corporation — its advantages and disadvantages.

7. Give two arguments for and two against labor unions.

8. How do monopolies lead to trusts? Are trusts harmful? If so, how?

9. Is child labor a good or bad thing? Why?

10. What are some of the causes of unemployment?

Using Your Class Library

Johnson — *We and Our Work*

I — 21–31
II — 32–42
III — 43–59
IV — 111–121
V — 121–131
VI — 149–155
VII — 179–190
VIII — 229–235
IX — 237–244
X — 245–255
XI — 257–266

JUDD AND MARSHALL — *Lessons in Community Life*

XII — Series A — 201–218
XIII — " B — 241–248
XIV — " C — 233–240

LAPP — *Economics and the Community*

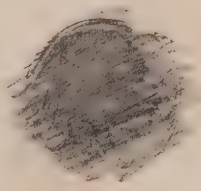
XV — 35–46
XVI — 69–84
XVII — 116–125
XVIII — 125–133
XIX — 222–235
XX — 237–248

LYON — *Making a Living*

XXI — 109–114
XXII — 115–124
XXIII — 178–188
XXIV — 188–198
XXV — 200–214
XXVI — 215–227

MARSHALL — *Readings in the Story of Human Progress*

XXVII — 30–39
XXVIII — 77–87
XXIX — 88–96
XXX — 347–356
XXXI — 440–446



ROSS — *Civic Sociology*

*XXXII — 47–53
*XXXIII — 53–61
*XXXIV — 72–79
*XXXV — 229–237

WOODBURN AND MORAN — *The American Community*

XXXVI — 199–215

Other Problems to Be Solved

Problem Four. *Purpose.* — To define in your own language the common terms used in a discussion of an industrial problem.

Direction. — By reference to the dictionary, encyclopedias, and reference books, define and illustrate the following terms as used in a discussion of labor:

1. skilled labor
2. semiskilled labor
3. unskilled labor
4. labor union
5. open shop
6. closed shop
7. strike
8. boycott
9. capital
10. employers
11. employees
12. natural resources

Problem Five. *Purpose.* — To list the things that the labor unions stand for.

Direction. — Read in one of the selected books in your working library or consult some man who is a member of a labor union in your city and list the things for which the labor union stands.

Problem Six. *Purpose.* — To get information relative to the laws governing the employment of children and women in factories, stores, and offices.

Direction. — Through an examination of the material on child labor as found in the school collection of books and pamphlets, procure answers to the following questions:

1. At what age in your state may boys and girls be employed in stores, offices, and factories?
2. Name the kinds of work that boys and girls may not engage in.
3. Is a labor permit required prior to employment in a shop or factory? If so, what are the steps that one

must take to secure such permit? At what age may it be procured?

4. Are there any restrictions in your state on the employment of women in shops and factories? If so, what are they?
5. Summarize any rule relative to the protection of the health of children or women employed in shops or factories.

Problem Seven. *Purpose.* — To secure a list of facts concerning labor organizations.

Direction I. — Through an examination of articles in encyclopedias and textbooks in economics secure a list of facts relating to one of the following subjects:

1. The attitude of organized labor toward child labor.
2. The attitude of organized labor toward wages.
3. The attitude of organized labor toward the eight-hour day.
4. The history of the American Federation of Labor before 1900.
5. The history of the American Federation of Labor since 1900.
6. The career of Samuel Gompers.

CHAPTER XIX

BANKS AND THEIR SERVICES

Our interest in banking. Every community of any size has one or more banks. The majority of us have occasion to use the services of banks many times during a year. It is therefore desirable to understand such services. Some people think of banks as institutions for the benefit only of those who manage large businesses or who possess great wealth. In reality banks serve the farmer as well as the manufacturer, the poor as well as the rich. The services given any one of these do not differ from those given the others.

The money of our country is constantly moving from one place to another as the demands of trade and industry change during the various seasons and in the various sections of a state or the nation. Our railroads, steamship lines, factories, stores, farms, and many industries would be helpless without the services of the banks. The agency that brings together the money of the individuals in any locality and loans it where it is needed is the bank.

Problem One. *Purpose.* — To find the attitude of adults toward banking.

Direction 1. — Interview some adult and report in your notebook his answers to the following questions:

1. Are banks safe places for keeping money?
2. How would you determine the soundness of a bank?
3. Are there any other places equally safe?
4. Is it better to pay bills with a check or with real money? Why?

5. Is it difficult to secure a loan from a bank? If so, why?
6. What different kinds of service have you asked the bank to perform in the past?
7. In what way does a check serve as a receipt for the payment of a bill?

Direction II. — Two members of the class should summarize the answers returned by the pupils and place the summary on the blackboard.

The kinds of banks as to source of authority. Banks may be grouped into several different classes, but for our purposes we shall classify them according to their origin and services. First, banks are usually classified as national banks, state banks, and private banks. A *national bank*, as its name suggests, is one that has been formed under the national banking laws and is examined or inspected at times by the agents of the national government. A *state bank* is organized under state laws and is therefore inspected by the agents of the state. A *private bank* is one that is organized as a private business rather than as one chartered by the state or national government and usually is not inspected by either the national or state agents, although it must observe certain banking laws. In some states private banks are, however, under the supervision of state authorities.

Early coins

The classification of banks by services. Under this classification we have the commercial bank, the savings bank, and the trust company. In many states a bank renders all

these services in the same banking house. In the larger communities there are usually one or more banking institutions of each of the foregoing kinds.

The services of a commercial bank. The commercial bank is the commonest type of bank. It receives money from its customers and in turn loans money to those who can give the proper security. This security may be property, or, in the case of some loans, it may be the security of character. By security of character we mean the reputation that one has established for honesty, industry, and trustworthiness. There are doubtless some men in your community that could not borrow one hundred dollars without giving property security, while others could borrow five hundred on their mere promise to repay the loan.

The commercial bank also handles checking accounts. To establish a checking account one must deposit a certain sum of money in the bank. At the time this is done one must fill out a card giving the signature that he intends to use in signing checks. A check, as you have learned in your arithmetic, is an order on the bank to pay the person named a stated sum of money and to deduct the same from the money that the signer has on deposit. Many people prefer to pay all of their bills by check.

The services of a savings bank. A savings bank receives the deposits made by its customers for safe-keeping and pays interest on such deposits. The bank in turn loans these deposits to those offering satisfactory security. A large portion of the funds of the savings banks are loaned to people to conduct business, to build homes, or to buy real estate. Before such loans are made the bank officials must carefully investigate the property and determine its true value. In general, banks will not loan an amount greater than sixty per cent of the value of the property.

Out of the interest paid by borrowers of the bank's funds, the expenses of the bank, the interest to depositors, and the profits to the stockholders or owners of the bank are paid. To draw your money from a savings bank, you must sign an order for the money to be withdrawn and take this order with the savings bank book to the bank. One cannot issue checks against a savings account.

The services of a trust company. This kind of bank generally performs all of the services of commercial banks and savings banks, but it does something that other banks do not do. The additional service has to do with the settling of estates; the safeguarding of such documents as deeds, mortgages, and bonds; and the making of investments. It has already been suggested that many banks are really three in one: they maintain a commercial banking department, a savings bank department, and a trust department. In such banks one can secure all the services of banking through one bank. In recent years most banks and trust companies are willing to give their customers advice on all sorts of investments. Why should you expect the advice of banks to be reliable on such matters?

Problem Two. *Purpose.* — To gather facts concerning the banks in your community.

Direction I. — Examine the advertisements in a recent issue of a local newspaper and prepare in your notebook answers to the following questions:

(*a*) How many banks carry advertisements in one issue of a local paper?

(*b*) How many of these banks are national banks? State banks? Private banks?

(*c*) Give the names of the banks which perform the services of a commercial bank. Of a savings bank. Of a trust company.

(*d*) What do you consider is the purpose of the advertising done by these banks? Report as follows:

1. To acquaint people with the location of the bank

Direction II. — Paste in your notebook a clipping from a recent paper illustrating either of the following:

(*a*) A service rendered by a bank

(*b*) A theft or loss that might have been prevented by the proper use of the services of the bank

The Federal Reserve system. A very important banking act, known as the Federal Reserve Act, was passed by Congress in 1913. Under this act the Federal Reserve Board, consisting of five members, besides the Secretary of the Treasury and Controller of the Currency, was selected to administer our national banking system. The Federal Reserve Act centralizes the banking system of the United States under the Federal Reserve Board. The office of the Federal Reserve Board is in Washington. Under this act the country is divided into twelve districts with a banking center located in one of the larger cities of each district. All national banks must be members of the Federal Reserve system. The state banks and private banks may become members by making application and meeting the requirements of membership.

The Federal Reserve Banks do business with the banks which have become members of the federal system. They do practically no business with private individuals. The chief banking functions of the Federal Reserve Banks are: (1) issuing notes; (2) bringing together the national banking reserves of money and credit; and (3) rediscounting the notes and paper of the various member banks. This means that any bank which is a member of the Federal Reserve system may exchange the notes and promises to pay, which it has received from its customers and which are properly secured,

with the federal bank of its district for cash. Rediscounting means that the federal bank will not pay the member bank the full face of the note, but will rediscount the note at a rate depending on the type of security and the discount regulations at any particular time.

How to judge a bank. The best basis an ordinary customer has for judging a bank is the character of the men on its board of directors or managers. One should also know something about the men who are immediately responsible for managing the affairs of a bank — its acting cashiers, tellers, and other minor officials. If these men are honest in the handling of funds and are cautious in investing money, the bank is quite certain to be financially sound. A bank may or may not be financially sound, depending on the wealth and character of the individuals owning and operating it. In many states banks are required by the state to issue what is known as a bank statement at least once each year. The statement is published in the daily or weekly paper and shows the financial condition of the bank. It is important to study these statements in judging a bank.

Checks, drafts, and letters of credit. Money deposited in the commercial department of a bank or trust company is subject to check. To secure money from his account the depositor draws a *check*. A check, as you now know, is an order for the bank to pay a specified amount to a specified person. When the check is presented at the bank and paid, the amount is deducted from the amount on deposit to the account of the individual who wrote the check. A *certified check* is one that is approved by an officer of the bank before it is presented to the one receiving it. When the bank writes the word *certified* on the check, it guarantees its payment. Certified checks are often required of persons who are not known or when checks are used to bind a con-

tract. Sometimes, instead of certifying a check, the bank will give its own check. Such a check is known as a *cashier's check.* The *bank draft* is a bank check written by one bank to another bank. This is often used in the payment of money by an individual in one city to some one in another city or town.

People who travel in cities where they are not known or in foreign countries often obtain *letters of credit.* Letters

MERCHANTS NATIONAL BANK

AT THE CLOSE OF A BUSINESS MONTH

RESOURCES

Cash and Bond Resources

Cash on hand and checks for Clearing House	$1,470,953.93	
Due from Federal Reserve Bank	2,519,052.68	
Due from Banks and Bankers	1,185,655.99	
U. S. Liberty Bonds and Certificates of Indebtedness	1,728,614.99	
Bonds, Securities, etc	9,317,145.58	
		$16,221,423.17
Stock in Federal Reserve Bank		90,000.00
Overdrafts		1,419.43
Interest Earned, But Not Collected		168,964.20
Customer's Liability Under Letters of Credit		72,229.50
Customers' Liability Account of Notes and Bills Rediscounted		500,000.00
Loans and Discounts		15,333,953.71
Total		$32,387,990.01

LIABILITIES

Capital Stock	$ 2,000,000.00
Surplus	1,000,000.00
Undivided Profits, Net	781,103.81
Interest and Discount Collected, but Not Earned	116,761.04
Reserved for Interest, etc	101,487.76
Letters of Credit	72,379.50
Lia. Acct. Notes and Bills Rediscounted	500,000.00
Bills Payable	1,450,000.00
Deposits	26,366,257.90
Total	$32,387,990.01

A statement of the resources and liabilities of a bank. Why are banks in many states required to publish such a statement?

of credit are issued by large banks. A letter of credit may be issued in amounts of $500, $1000, or more. The signature of the individual carrying the letter of credit is found

Banks' Don'ts

Trouble Savers Banks'

DON'T *draw checks in pencil — use INK.*

DON'T *forget that your signature on a check should correspond with that on the file at the Bank.*

DON'T *alter a check. If error has been made a new check should be written and the old one cancelled.*

DON'T *forget to fill in the stub of your check book when issuing a check.*

DON'T *overlook checking your statement and the cancelled checks returned to you. We ask that you notify us immediately of errors, if any, in order that we may make the necessary corrections.*

DON'T *forget to have your correct address on file at the Bank, as IMPORTANT information may otherwise never reach you.*

DON'T *post-date a check (date it ahead) or change the date already upon a check.*

DON'T *forget to endorse checks payable to yourself.*

DON'T *forget that checks on other Banks in payment of Notes, Drafts or Acceptances must be certified.*

DON'T *forget that all checks must be endorsed exactly as your name appears upon each check.*

DON'T *forget that a demand note may be presented at any time.*

DON'T *endorse checks in blank, that is, without specifying to whose order they should be paid. They may go astray.*

DON'T *destroy a certified check; after certification it is equivalent to money.*

Banks are constantly trying to inform people concerning good practices in money matters. Can you give the reasons for all of the above "Don'ts"?

on the letter. If he wishes a hundred dollars in cash, he will present his letter of credit with his signature made in the presence of the official of the bank making payment,

and receive the desired amount, which is then deducted from the face of the letter.

Many people when traveling in this country or abroad use travelers' checks. Several of these are issued in different amounts from ten dollars up to one thousand in a booklet that bears the purchaser's signature. The purchaser and holder of the checks signs them in the presence of those to whom they are presented. His signature is compared with the original signature, and he receives his money from the bank, hotel, or any individual who will cash it. People who travel prefer to carry their money in this form, since no one but themselves is able to get money on the checks. This form of check is so well known that it is easily cashed or received in payment of services at most hotels, stores, and railroad offices.

How farmers may borrow money. In the chapter on The Farmer and Rural Problems we have shown that demands of business men to borrow money from banks for short periods of time have made it difficult for farmers to borrow money to conduct their business of agriculture. The farmer needs to borrow money for a longer period of time, usually a year or more. Farms are often bought by people who have but little capital and expect to pay for them over a long period of years. Under these conditions the farmer finds it very difficult to borrow money from the local bank to assist him in purchasing his land. Instead of short-time personal notes, the farmer desires to give a mortgage on his land, which secures his promise to pay in the distant future. Again he often needs considerable money, not only for the purchase of his farm, but in the making of improvements and in the stocking and equipping of his farm.

To take care of the farmer, a very important development of our banking system has taken place. In 1916 a national

act was passed which established what is known as the Federal Farm Loan system. The general organization of this system is much like that of the Federal Reserve system. The organization which controls the Farm Loan system is known as the Federal Farm Loan Board. The country was divided into twelve districts with a Federal Land Bank located in each district. Provisions were made whereby any locality might organize a Farm Loan Association. Such an association consists of farmers who desire to borrow money from the Federal Land Bank. Any individual farmer who desires to borrow money from the Federal Land Bank may, with a recommendation, secure a loan up to fifty per cent of the value of his land or property.

* **Problem Three.** *Purpose.* — To learn how the farmer is able to obtain a loan on his farm or stock through the Federal Land Bank.

Direction. — From your history, a book on economics, the encyclopedia, or an interview with the local bank, obtain and enter in your notebook the answers to the following questions about Federal Land Banks:

1. How many Federal Land Banks are there in the country?
2. Where is the Federal Land Bank in your district located?
3. Who make up the Farm Loan Association?
4. To whom will the farmer go for his loan?
5. List the purposes or advantages of the Federal Land Bank to the farmer, such as lower rate of interest.

The three *C's* of credit. A banker considers an application for a loan from three viewpoints — capital, capacity, and character. These are often called the three *C's* of banking. The relative importance of these three elements varies with different loans. A wealthy man can frequently borrow

for a purpose which the bank would refuse to consider in loaning money to a person of limited means. Capable, active business men can borrow on the basis of their established records for conducting a sound business. Of all the elements the most important is character.

An individual may possess wealth and capacity to make money, but there is always the possibility that a dishonest borrower may make the collection of a loan very difficult. He may delay payment a week or a month after his obligation is due. A man who is considered a spendthrift, an idler, a gambler, or a trickster will always find it difficult to borrow money from a bank. It is therefore important for young people to seek to establish a reputation for honesty, industry, thriftiness, and trustworthiness.

Testing What You Have Read

1. State whether the following sentences are true or false:

(*a*) Banks are institutions for the benefit of only those who manage big business.

(*b*) There is no need of boys and girls knowing the services rendered by banks.

(*c*) Business would be helpless without banks.

2. Describe how each of the following kinds of banks differ in their organization and services:

(*a*) national bank

(*b*) state bank

(*c*) private bank

3. Describe how the following banks differ in the services which they give:

(*a*) commercial bank

(*b*) savings bank

(*c*) trust company

4. Name the three chief functions of the Federal Reserve Banks.

5. If you desire a banking reputation, what four characteristics should you aim to develop?

6. State the three *C's* of credit and show why each is important.

Using Your Class Library

Judd and Marshall — *Lessons in Community and National Life.*

I — Series A, 193–197

Johnson — *We and Our Work*

II — 133–147

Lapp — *Economics and the Community*

III — 164–174
IV — 174–185

Lyon — *Making a Living*

V — 129–137
VI — 142–148

Marshall — *Readings in the Story of Human Progress*

VII — 234–239

Woodburn and Moran — *The American Community*

VIII — 172–179
*IX — Textbook on civics for your own state. Consult the index on the subject, as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Four. *Purpose.* — To review the meanings of terms used in banking.

Direction I. — By reference to a textbook in arithmetic or bookkeeping, the dictionary, or textbooks in economics, procure definitions for your notebook for the following terms:

1. deposit slip
2. acceptance
3. certified check
4. bank draft
5. notice of dishonor
6. discount
7. pass book
8. certificate of deposit
9. receipt for deposit
10. sight draft
11. protest
12. traveler's letter of credit
13. traveler's check
14. bank statement

Direction II. — A committee should get samples of the above kinds of bank paper.

Problem Five. *Purpose.* — To investigate the ways of sending money from one city to another.

Direction. — Read the following account and place answers to the questions in your notebook:

Mr. Anderson, a highly respected merchant in a small town, owed the Economy Sugar Company in a neighboring city the sum of thirty dollars. On the first day of November, 1925, he placed six five-dollar bills in an envelope and mailed them to the Economy Sugar Company. On the first of December he was much surprised to receive a demand that he pay the bill of thirty dollars at once. He answered by writing as follows: "Your company is crooked and dishonest. I paid the thirty dollars on November 1st, and I won't pay it a second time. In fact, I remember distinctly that I sent you six five-dollar bills. If you didn't mark the bill as paid, that is your fault, not mine. I am certain you received the money, as the letter containing it has not been returned to me."

1. Can Mr. Anderson avoid a second payment of the bill of thirty dollars?
2. Give a reason for your answer to Question 1.
3. How could a bank have saved Mr. Anderson from the trouble in which he found himself on December 1?
4. Suggest another safe way of sending money to a distant city.

***Problem Six.** *Purpose.* — To find the relationship of the Federal Reserve system of banking to the local state banks.

Direction I. — From a textbook in American history or economics, or an encyclopedia of recent date, find answers to the following questions:

1. How many banking districts were provided by the Federal Reserve Act?
2. Which city is the Federal Reserve city in your district? How large is your district?

Direction II. — A committee of three should interview the president or cashier of one of the local banks to find:

(*a*) what services the Federal Reserve system renders to the local bank

(*b*) in what way the system helps banking

Problem Seven. *Purpose.* — To learn how the post office renders services similar to those of a bank.

Direction. — A committee should obtain from the postmaster copies of printed material giving information on postal savings. From it the class should secure answers to the following questions:

1. What are some of the services rendered by the post office that resemble those of a savings bank?
2. What service is rendered by the post office which would have assisted the Mr. Anderson in Problem V?
3. When might it be more convenient to use the services of the post office than those of the bank?

CHAPTER XX

COMMUNICATION

Our dependence on means of communication. The transaction of modern business could scarcely go on without a prompt and elaborate system of communication. We are all constantly using means of communication for business or for pleasure. The business man depends upon the mail, the telegraph, the telephone, and the wireless for sending and receiving information relative to business affairs. The farmer depends upon some or all of these agencies of communication for information concerning the weather, market reports, and other matters pertaining to his business. Housewives are very dependent on the telephone for placing orders with the butcher, the grocer, and the produce dealer. Our dependence on means of communication is made very apparent when the mail service or the telephone is temporarily suspended for a few days or even a few hours. What means of communication do you use?

The civic importance of the different agencies of communication is well worth our thought. It is through our system of communications that the various communities, local, state, and national, are joined together. We are dependent upon means of communication for our information concerning social, economic, and political matters. If it were not possible to communicate easily with distant portions of our country, it would be very difficult to maintain a united country. The unity of our country, as well as its prosperity, is therefore furthered by means of communication. How would our country be affected if the tele-

phone, radio, telegraph, and mail service were suddenly abolished?

Progress in communication. In no field of progress have more startling changes occurred in the last century than in communication. At the time of the Revolutionary War Paul Revere carried news on horseback that the British regulars were marching from Boston through Lexington to Concord to destroy the military stores of the Colonists. At that time in our history one settlement could communicate with another only by special messenger. This was the most rapid means of communication between towns and villages that the Colonists had. In 1811 it took forty days to send a letter from Washington to Detroit. The mail was carried partly on horseback and partly by men on foot. To-day the same message could be telegraphed or telephoned and an answer received in a few minutes.

Letters and other mail are now also carried by airplane between New York and many other cities. The President of the United States may speak in Washington or New York and, by means of the radio, be heard as clearly in San Francisco, New Orleans, Chicago, Portland, or in some farmhouse in a western state, as he is in the city in which he speaks.

The fiftieth anniversary of the day Alexander Graham Bell obtained the original patent for the telephone occurred on March 10, 1926. It was celebrated by telephoning for the first time between London and New York. As part of the program a news dispatch was telephoned from London to the Associated Press in New York. Every word was clear and distinct. All those in the room at New York and those in London could hear every word clearly. There is now regular telephone service between England and our eastern states.

The development of language. Probably the first means of communication was by signs and gestures. The early

From Clodd: The Story of the Alphabet (Courtesy, D. Appleton and Co.)

History of some of our letters

Which ones can easily be traced back to Egypt?

cave men used very few words. They communicated with each other by means of motions, such as gestures, and the

expressions on their faces. Gradually names were given to objects and actions. Simple speech began to be used, and a language was slowly developed. Since the various tribes of the earth were separated by mountains, rivers, or other impassable barriers, this spoken language varied according to the locality. That is the reason we have so many different languages. Name as many languages as you can.

Spoken language is the chief medium of communication of the civilized world. The English language is more widely used than any other. In North America, except south of the Rio Grande, the English language has become almost the universal language of communication. In the United States, where thousands of people come from foreign countries each year, our constant effort is to teach them the English language. This is done in order that they may, as soon as possible, communicate with their neighbors and hence enjoy and understand America and American community life. Our common language is probably our greatest aid in making the United States, which is a country of vast area and of people from many countries, a nation of common interests. Why is this true?

A far-reaching step in the development of communication was taken when written language was invented. In its earliest forms written language was a series of drawings of rude pictures on the walls of the caves in which men lived. These pictures frequently told a story of a hunt, a fight with wild animals, or a battle between armies. In time a more effective and simpler written language was perfected. The story of the growth of written language is too long to tell in a few words, but the importance of written language as a means of communication is self-evident.

Books, newspapers, and magazines. With the invention of the printing press, communication made another stride

forward. Books began to be printed and freely circulated. Next came the daily newspapers, which are now the principal medium of communicating day by day the ideas, opinions, and events in our community life. It would be impossible

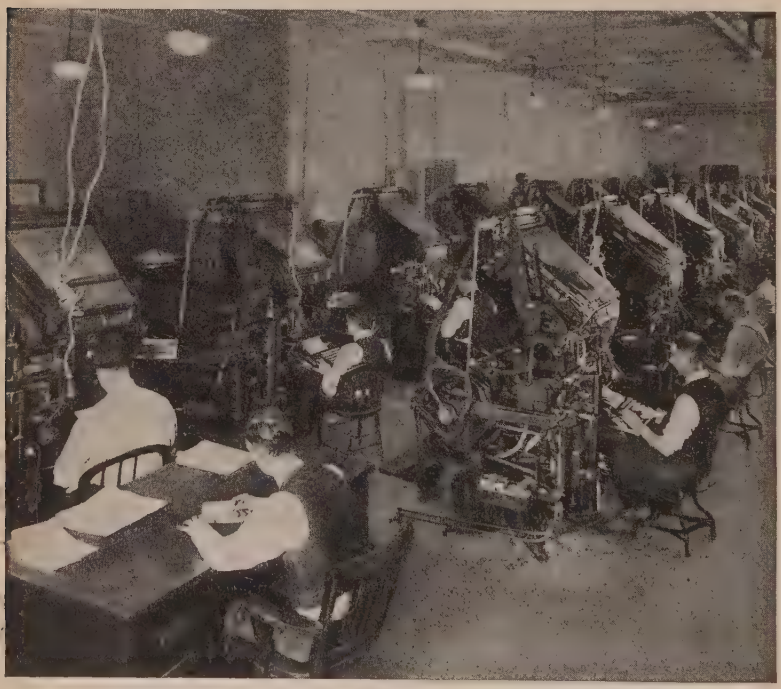


Photo from Ewing Galloway

The composing room in a modern newspaper plant

for any one to estimate the exact percentage of homes in which a daily newspaper is read, though we know it is very large. In many cities some daily newspaper is found in nearly every home. The modern daily paper contains features to interest every member of the family who is able to read — news of general interest and news of special

interest; politics, finance, and business; the theater, cartoons, and art; current domestic news, news of foreign affairs, school news, and sporting news; and advertisements, society, the markets, music, and editorials. The average newspaper is delivered at the home at a cost ranging from one cent to five cents. The growth and wide circulation of the modern daily newspaper is due to many factors. It has been made possible through the invention of printing; the perfecting of the modern printing press and the linotype; the manufacture of paper; the invention of the telegraph, cable, and wireless; and the perfection of rapid means of transportation which makes prompt delivery of the paper possible in every city, village, and rural section.

The postal service in the early days. During the colonial period and the early part of our national history the important agency of communication was the postal service. Until the invention of the telephone and the telegraph, the most rapid means of communication was through the postal service. Soon after the national government was established, the postal department was authorized, and ways and means were developed for carrying letters from one section of the country to another. The stagecoach soon reached into the interior of the country and carried messages from one town to another. While that method of communication was considered good at the time, it only touched the chief centers on main highways and left untouched the smaller villages and the rural sections.

As late as 1860 few railroads extended beyond the Mississippi River. The stagecoach moved so slowly that it took three or four months to reach the Pacific Coast. The mails from points on the Mississippi River to the Pacific Coast were carried on horseback. Important mail was hurried along by means of the "pony express."

The pony express. The pony express consisted of a detail of horsemen who rode in relays. The mail carrier, with his mail bags, would mount a pony at St. Joseph, Missouri, and gallop at full speed fifteen or twenty miles to the first relay station, where there was another pony saddled and ready. There he mounted the waiting pony and dashed away to the next station, where another fresh pony awaited him. At this third station another carrier took the mail.

Photo by Underwood and Underwood

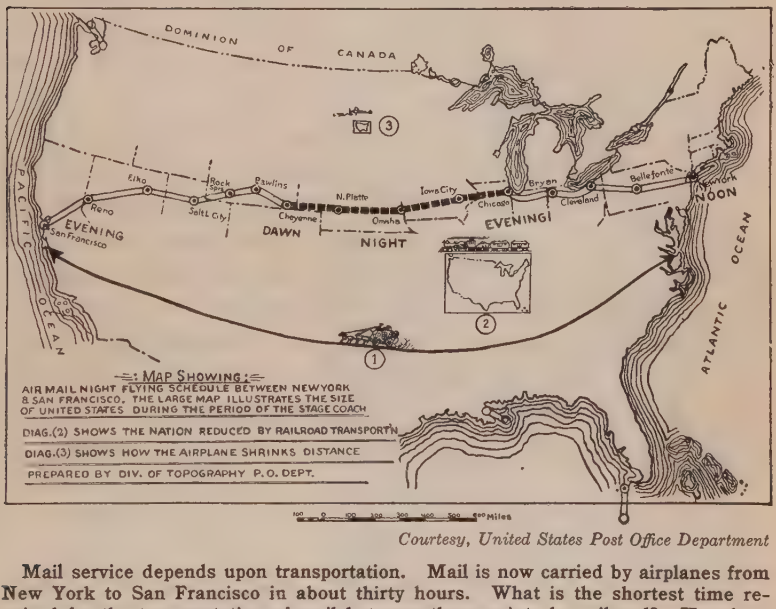
A well-known monoplane and its pilot

What can you tell about them?

Day and night, in sunshine and storm, across the prairies and the mountains, the rider pursued his journey. By means of the pony express a small amount of mail was sometimes carried two thousand miles in ten days. With the building of railroads, the postal service was made easier. The United States government made arrangements with all railroads as well as steamship lines for the transportation of mail.

Recent developments of the postal service. The system of delivering mail by carriers to the homes and offices

of persons to whom it is addressed was first introduced in 1863. In 1865 free delivery was extended to all places having a population of 50,000, and has since that time been extended to most small cities. Provision was also later made for special delivery of letters by paying a fee



Courtesy, United States Post Office Department

Mail service depends upon transportation. Mail is now carried by airplanes from New York to San Francisco in about thirty hours. What is the shortest time required for the transportation of mail between these points by railroad? How long would it take if we still used stage-coach transportation?

of ten cents for a special-delivery stamp. In 1896 the delivery of mail to rural districts was tried. The results were so satisfactory that by 1923 there were 44,454 established rural routes in the United States.

Within the last few years the postal service has been aided by the establishment of air mail routes. The first air route was between Washington and New York. Now letters may be sent by airplane to most large cities in

the United States, and this service is being gradually perfected and made more certain.

The post office is used for other purposes than the handling of mail. It issues money orders and conducts a savings institution. Through the postal money-order system, which was adopted in 1864, money may be transmitted through the mail by drawing an order on the postmaster of the place to which the money is to be sent in favor of the one to whom it is to be paid.

Problem One. *Purpose.* — To estimate the value of the local postal, telegraph, telephone, and radio services.

Direction. — A committee should obtain from the post office publications giving postal information and similar materials from the telephone and telegraph offices. The class should use these materials as follows:

(*a*) Make a list of five ways in which the post office department serves the public, such as:
1. Collecting and delivering letters

(*b*) List four ways in which the telephone serves the public.

(*c*) List four ways in which the telegraph serves the public.

(*d*) List three ways in which the radio serves the public.

The telegraph. The word *telegraph* comes from Greek words which mean *far* and *to write*. The telegraph was invented by Samuel F. B. Morse, an American. In 1835 Morse used electricity in sending messages over a wire. In 1844 the first message was sent from Washington to Baltimore. The period between these two dates was spent in perfecting the invention and providing money to set up and complete the line. The telegraph has been used continuously with certain modifications since its first construction. The apparatus first used by Morse has but slight resem-

blance to the instrument used to-day. The original Morse relay weighed about 300 pounds, the one employed to-day weighs three pounds.

Previous to the invention of the telegraph, it was weeks before a great event, such as the election of a president of the United States, could be generally known. Following that invention, news of any event could reach any part of the country where telegraph wires were used within a short time after the event took place. Our newspapers receive great assistance from telegraphic service. The effect of the daily newspaper has already been described.

Samuel F. B. Morse and his first instrument

In 1865 the Western Union Telegraph Company was formed by a combination of private companies. From this time the cost of service was reduced and the efficiency of the service increased. In 1861 a telegraph line across the continent connecting New York and San Francisco was completed and put into operation. Five years later the Old World and the New were joined by a trans-Atlantic cable.

Transoceanic cables. Telegraphic communication between two countries separated by water is established by placing the wires under water. It is necessary to protect

the wires by covering them with water-proof insulating material. When the wires are thus protected and laid under the water, two countries are said to be connected by *cable* and the message sent is called a *cablegram* instead of a telegram. In 1858, after repeated unsuccessful attempts, telegraphic communication was established across the Atlantic by means of cable. After something over a hundred messages had been sent, this cable ceased to work. Later, in 1866, Europe and America were joined by a permanent cable, owing to the perseverance and energy of Cyrus W. Field. In 1903 the first American cable was laid across the Pacific Ocean between San Francisco and the Philippines.

In 1914, before the war, there were seventeen cables in operation between the United States and Europe. One of the earliest hostile acts in the World War was the cutting of the German cables to America. This left the German allies without direct service to America and proved to be a great disadvantage to them. The cost of maintenance of cables is often heavy and requires the services of specially equipped vessels and experts to man them.

The telephone. The word *telephone* comes from Greek words meaning *far* and *sound*. In 1876 Alexander Graham Bell of Boston patented his invention for transmitting vocal sounds. The receiver of to-day is in principle the same as the original Bell receiver, but with some mechanical improvements. The telephone was at first intended for private use, but very early in the history of its development G. G. Hubbard recognized that its scope could be greatly extended for business use by the establishment of telephone exchanges. Long distance telephone messages were first made possible in 1885, when the American Bell Telephone Company organized the American Telephone and Telegraph Company.

In 1885 a regular line was established between New York

and Philadelphia, and within two years lines were established between New York and Boston; Albany and Rochester; Chicago and Milwaukee; Boston and Providence; New York and New Haven. The New York and Chicago circuit, over a distance of 909 miles, was opened in 1902, and the circuit between New York and San Francisco, a distance of 3180 miles, was opened January 25, 1915. The telephone service between England and the United States, referred to on page 361, is in reality part telephone (wire circuit) and part radio (wireless).

In 1916 the American Telephone and Telegraph Company did the major portion of the telephone business in the United States, though a number of strong independent companies had been organized. In recent years the homes of farmers throughout the country have been connected by well-constructed lines and modern instruments.

Wireless and radio. Wireless telegraphy and telephony make it possible to telegraph and telephone by electricity without the aid of interconnecting wires. In 1901 William Marconi, an Italian, sent a signal across the Atlantic Ocean without cable or wire of any kind. Soon after this event a series of wireless stations were established and steamships and airplanes were provided with wireless apparatus. In 1910 an act was approved by the United States Government requiring radio equipment and operators on certain passenger-carrying vessels. Radio inspectors, whose duties were to inspect and test the radio apparatus of foreign and American vessels that entered these ports, were stationed at New York, Baltimore, and San Francisco.

In 1912 an international congress at London adopted an international code of laws and signals between the ships and the shores of different countries. The international distress call, *S. O. S.*, was adopted at this time. By this

time a great many amateur stations had sprung up in different parts of the country. Within a short time the activities of these stations increased to such an extent that they interfered seriously with the operations of the commercial and government stations and it was considered necessary

Photo from Keystone View Co.

Listening to one of the first speeches across the Atlantic by radio

by Congress to bring all radio stations, amateur and commercial, under control of the government.

On August 13, 1912, an act was approved by Congress which provided that radio operators should be licensed. It designated the wave lengths of 200 meters for amateur stations, 300 or 600 meters for commercial stations, and reserved wave lengths between 600 and 1600 meters for government use. To enforce the radio laws, the government divided the country into nine districts, each in charge

of a radio inspector. In 1927 Congress further authorized a special radio commission to allot wave lengths to various stations so that there should be no conflict, and to enforce all radio regulations. As the coming years will doubtless bring further extensions of the use of the radio, it is expected that

GETTING SMALLER EVERY DAY.

Courtesy, Chicago Daily News

What makes the world grow smaller every decade?

the government will find it necessary to provide for more complete regulation in order to insure the best service.

Other agencies of communication. In any community there are other important agencies of communication besides

those mentioned. In large cities the public forum has become an important center where great crowds come together to discuss current topics relating to public questions and the interests of the community. The labor unions meet for the purpose of discussing their common problems. Women's clubs and the luncheon clubs gather for the purpose of listening to the discussion of public issues. Magazines which are read by millions of people and public lecturers all contribute as agencies of communication.

Testing What You Have Read

1. Arrange the following means of communication in the order of their development:

written language, telephone, wireless, radio, telegraph, spoken language, postal service

2. Compare the time it took to send a letter from Washington to Detroit in 1811 with the time it takes to-day. Compare the time of getting a *spoken message* through then and now.

3. When was the first telephone communication between New York and London? What did it celebrate?

4. Trace the main steps in the development of spoken and written language.

5. Explain the *pony express.* Why was it used?

6. Tell whether the following statements are *true* or *false:*

Magazines are a means of communication.

No radio operators are licensed.

The government controls the wave lengths of radio operating stations.

Airplane mail service is established only between New York and Chicago.

Written language began with words.

Many steamships carry wireless apparatus.

Using Your Class Library

Dunn — *Community Civics and Rural Life*
I — 272–284

Hill — *Community Life and Civic Problems*
II — 390–395

Hunter and Whitman — *Civic Science in Home and Community*
* III — 462–478

Lyon — *Making a Living*
IV — 286–300
V — 300–317

Marshall — *Readings in the Story of Human Progress*
VI — 192–202
VII — 202–211
VIII — 259–269
IX — 270–279
X — 287–296

Ross — *Civic Sociology*
*XI — 64–69

Other Problems to Be Solved

Problem Two. *Purpose.* — To become further acquainted with various means of, and the terms used in, communication.

Direction I. — List six or more means of communication such as:

1. signs and signals

Direction II. — Use in a sentence each of the following words in such a way as to illustrate its meaning:

1. hieroglyphics; 2. papyrus; 3. stylus; 4. illiteracy; 5. cablegram; 6. Marconigram; 7. airmail; 8. linotype; 9. mail-order house; 10. rural free delivery; 11. mimeograph; 12. multigraph.

Problem Three. *Purpose.* — To learn how to write a telegram and the cost of sending one.

Direction I. — Obtain a blank telegram sheet. Suppose you are just returning from abroad. Write the telegram which you will send home on your arrival in New York. Paste the telegram in your notebook.

Direction II. — A committee should find the cost of sending three or four of the telegrams of different lengths.

Direction III. — When would you send a night letter instead of a telegram? Compare the cost of sending a night letter with the cost of a telegram.

Problem Four. *Purpose.* — To associate the names of great inventors with the means of communication which they have invented.

Direction. — Write in your notebook after each of the following names the invention or the event with which it is associated. For information consult a recent issue of the encyclopedia. List at least two interesting facts with each one and be prepared to discuss them in class.

1. William Marconi; 2. Alexander Graham Bell; 3. Samuel F. B. Morse; 4. Johann Gutenberg; 5. Cyrus W. Field.

Problem Five. *Purpose.* — To find material on communication.

Direction. — Bring to class cartoons or articles of interest on communication taken from the newspapers or magazines. What have you learned from them?

CHAPTER XXI

TRANSPORTATION

Our dependence on transportation. The prosperity of a country is largely determined by the means of transportation which it affords. It is very difficult to maintain trade of any kind with neighboring or distant peoples if the transportation facilities are inadequate. It is difficult to promote manufacturing or to market farm products in a country or a section of a country which is without proper means of transportation. The mineral resources of a country such as iron and copper would remain undeveloped if they could not be transported to market without great expense.

We depend on the railroads and trucks for the transportation of food products from the near-by and distant farming sections to the cities. In turn, the people in the rural sections depend upon the railroads to bring them machinery, clothing, and various articles of food, as well as thousands of other products that are necessary to their health and happiness.

Think of the effect on any inland city if the railroads should cease to operate for a single month. Unless the city were located in oil and coal fields, the supply of fuel would be exhausted in a short time and shops and factories would have to close. As a result men would be thrown out of employment, and all would soon suffer from lack of food and heat. It is impossible to estimate the extent to which the modern city depends on transportation.

Railroads are no longer the sole means of transportation.

More and more we are depending on the automobile, autobus, and autotruck to carry passengers or produce from

Ghosts from the past of transportation

What present means of transportation may be antiquated before you are sixty years old?

one place to another. In many thinly populated sections of the country the local trains on steam railroads and interurban electric railways have been discontinued. Freight,

passengers, and mail are now being carried by autotrucks and autobuses. What kinds of transportation serve your community?

The old and new in transportation. It is still not difficult to find persons in any community who can recall the days when the oxcart, the mule train, and the canal boat were the principal means of transportation in certain sections of the United States. Most of the important improvements in transportation for the past two thousand years have occurred within the last hundred years. Many of these have taken place in the last two decades. The automobile, the autobus, the heavy autotruck, the airplane, the fast railroad train, and the fast steamship have been developed within the period since your parents entered school. So many improvements have taken place recently in transportation that we have come to accept changes without thinking much about them and without realizing how life has been modified as a result.

Problem One. *Purpose.* — To note the contrasts in transportation between the present time and the period before 1800.

Direction I. — In the encyclopedia or textbooks in civics or history, let a part of the class read the account of transportation in the period before 1800. Make a list of the means of transportation, the dangers, rate of speed, and costs.

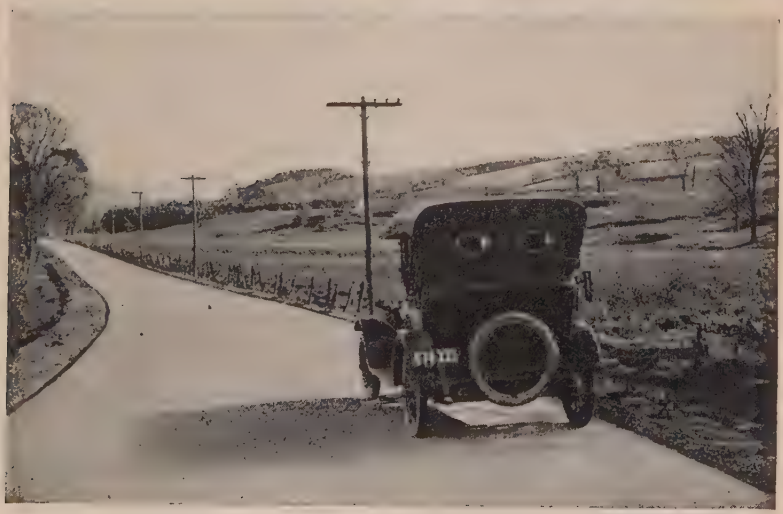
Direction II. — Let the rest of the class find out about the early routes of transportation in your state, such as Indian trails, canals, and pioneer roads.

Direction III. — By class discussion bring out the contrast between what the committees report on Directions I and II and what you all know about our transportation of to-day.

The increasing importance of rapid transportation. The transportation system of a country is becoming of greater and greater importance to all. We live in an age when we constantly expect and seek better means of transportation. We now demand adequate transportation facilities because we realize that the prosperity, comfort, and general well-being of all is dependent upon the efficient operation of the railroads, the highways, and the waterways. People living now who are past sixty years of age can readily recall the days when transportation facilities were so poor that it was very expensive and tedious to travel to distant parts of our country. The fast train, the airplane, the automobile, the autobus, and the paved roads have revolutionized our ideas of travel. Transportation by air may soon become available to the general public and be one of our principal means of travel, if not of carrying freight, within the lifetime of the present generation of pupils.

The demand for good roads. The use of the automobile by the residents of towns, cities, and rural sections has created a general desire for better highways. If one of the pioneer farmers of your section of the country should return to life and find a paved road in front of his farm, he would find it difficult to express his surprise. Paved highways in the rural sections were not even dreamed of fifty years ago.

The automobile, the autobus, and the motor truck have created a demand on the part of all classes for good roads. The farmer wants good roads in order to take his produce to town. The city dweller wants good roads in order to profit by trading with the farmer; and the tourist wants good roads in order to increase the pleasure and ease of travel. Because of this general interest in good roads, the problem of building roads is an interest common to all.



Courtesy, Portland Cement Company

A lesson in good roads

In the illustrations above note the great difference that has been brought about by the construction of a good road. The two scenes are otherwise identical.

Would your parents be seriously inconvenienced if good roads were not maintained? How?

Most states now have a definite plan for the building of state roads. In recent years the national government has also given financial aid to highway building. This federal aid has stimulated the states to greater activities. Many of the states now have highway or road commissions to direct their road building. Some of the states furnish financial aid to local communities, such as counties, desiring to build good roads. In some states the whole expense of building and maintaining the highways is borne by the state. The state roads have been extended until they penetrate every part of the commonwealth. New York, Washington, and several other states have good roads through their forests, and encircling many of their beautiful inland lakes. Pennsylvania and California have hundreds of miles of paved roads which make accessible their beautiful mountain districts. North Carolina attracts the tourist to its mountain resorts by means of its new hard-surfaced roads. Other states have made similar provisions for good roads.

Among the great national highways are the Lincoln Highway, the Lee Highway, the Dixie Highway, the Old Spanish Trail, and the National Trail. These highways and many others have developed largely because travel by automobile has become popular with great numbers of people.

Many thousand tourists travel annually over the paved highways of our states. They return to their homes convinced of the importance of good roads and of the beauty and vastness of our country.

* **Problem Two.** *Purpose.* — To find certain facts concerning the highways of your state.

Direction. — A committee should prepare this report and place a copy on the blackboard. The committee may secure

help from automobile salesmen, garages, and the offices of highway officials.

1. Show on a map the names and routes of the principal highways through your state.
2. What is the estimated annual travel on any one or all of the state highways?
3. Were these state highways built at county, state, or national expense?

The benefits of good roads. It is impossible to list all of the benefits of good roads. First, there is the better feeling which is developed between the different sections of our country. It is interesting to talk with people who have returned from an automobile trip; they praise the kindliness and friendliness of some of the people of distant sections. Such experience in dealing with strangers promotes good feeling. People cease to be strangers when they meet on the improved highways which they and their cars have brought into being.

The good roads have been of especial aid to the farmer. The farmer's problems are first to raise produce and then sell it. Unless he can get his products to market and sell them, he might as well not raise them. Much of the fruit and grain that was formerly wasted can now be delivered by trucks to the cities.

Good roads have also had their effect on the one-room rural school. As has been previously stated, good roads have helped to change the system of education in the country schools of many states from a system with many single-room schools to one where these schools have been replaced by large schools, commonly called the consolidated schools. Some of the other benefits of good roads such as improvement of home life, reduction of cost of transportation, and

extension of the services of the church will be emphasized in the succeeding paragraphs.

Improved highways and home life. The relation of improved highways to home life is well stated by John Liska, a high-school student in Wisconsin and the winner of the national essay contest on highways in 1924:

> Just a few minutes of travel, on a particular road leading out of the city of Wisconsin Rapids, will convince the most doubtful skeptic of the value of good roads and their influence upon home life. About two miles from the city this road branches. One branch is called the left road; the other the right road. The left road is almost always in a deplorable condition; the right road is hard surfaced. The homes on the left road are dilapidated, the front yards scarcely recognizable among the tangle of broken machinery, old wire, and various other objects placed out of the way. The land has been cropped until it is impossible for even quack grass to flourish. The stock, descendants of some of Granddad's scrubs, is now so degenerated that scarcely any characteristics of a high-producing, profitable animal are evident.
>
> Can you expect the boy or girl to remain on the farm under these conditions? Not one boy or girl living on this road has any education above the eighth grade, and very many have not even progressed that far. These young people, many of them lying about their ages, have had to seek a job at the store, mill, or factory, instead of completing their education. Can home life be pleasant and happy where these conditions exist?
>
> The road to the right leads through land slightly more fertile, but more fertile only as a result of better farm management. No farm home on this road, for a distance of twenty miles, is without at least one modern convenience. Several farms are equipped with every modern convenience, both in and out of the home.

How would you answer the questions in the foregoing quotation?

Good roads and the cost of transportation. The effects of good roads on the cost of hauling are shown by what took

place at Jefferson City, Tennessee, which is the nearest shipping point for Dandridge, twenty miles away. Before the county built good highways, the roads were so poor that twenty bushels of wheat made a good load for a two-horse team at almost any time of the year, and a day was required to make a round trip. Since the road has been shortened and surfaced with macadam, fifty bushels of wheat can be hauled over it with a two-horse team in less than a day. On the old road it cost fifteen cents to haul one bushel to the station, while on the new road it costs only four cents a bushel.

The same general effects followed in Madison County, Tennessee. Before the roads were improved, one bale of cotton was a load for a two-horse team on some of the roads. Now that the roads have been improved, one farmer can market a load of ten bales, where another formerly could market a load of but one bale on a poor road. The cost of hauling a load of cotton to market is three dollars, whether the load consists of one bale or ten. It thus costs the man on the poor road three dollars a bale to market his cotton and the man on the good road only thirty cents a bale.

The two cases given above are samples of the benefits of good roads as given in *Main Streets of the Nation*, a bulletin of the United States Bureau of Education.

The influence of good roads upon religious life in a community. In the National Good Roads Essay Contest for 1923, the best essay in each state was selected. The following is an extract from one of these:

> My community is an obscure little country settlement connected with the rest of the world by means of highways. We have a prosperous, contented little village, even though many of its inhabitants are foreigners, some of whom do not yet speak

comprehensible English. Many are people whose families have lived here since taking up their homesteads years ago.

The person who said, "The church is a great factor in the development of the roads," said it inversely in our case. Our improved highways brought us the church.

A few years ago our roads were such that only the strong farm teams could be used on them. We had no durable surfaces — nothing but soft, deep mud in the winter, and stifling dust in the summer. Churches were things unknown, and Americans and foreigners alike led a haphazard, even a corrupt, life. The innocent little overalled boys and ginghamed girls took an active part in whatever happened — the rough fun and the back-breaking toil.

Something happened about that time that opened the people's eyes to their need of a better means of communication. A child was drowned while fishing in the river with a group of youngsters. The lad's mother tried to get a pastor for the burial. The minister struggled all day with his carriage on the muddy road, was finally stopped in sight of our cemetery by the flooded ford, and was unable to let us know that he was there. This incident revealed our road problem, and our struggle for better roads began. We soon had the road to town in a serviceable condition by fixing it with planks, slabs, sawdust, and gravel. Then our progress started.

In a short time a minister came in, and he influenced us to build our little church. Occasionally at first, and often later on, ministers from other churches visited ours. We were always eagerly interested in their sermons, and it was through them, primarily, that we became associated with the outside. Our association with the outside gave our life a new interest and a new value.

Later our main road was graveled and the little mudroads leading to private homes were improved. Child after child was induced to finish grammar school and go out for more education. Foreigner after foreigner searched out his neglected first papers and became naturalized. Soon the little church became the center of attraction. Neighbors, who often had not seen each other for months, visited after church every Sunday.

Can you name five ways in which good roads changed the life of the community described above?

The maintenance of good roads. In the future we shall take better care of our roads after they have been built. It is wasteful to rebuild roads every few years. It is not good economy to build roads without careful planning so as to reduce the need of changes and repairs. France has the best roads in the world because she has learned how to take care of them. We are learning that a road is not better than its steepest hills and worst mudholes. These determine the size of the loads and the ease and rate of travel. We are finding that the best engineering science must be employed in the construction and repair of our highways. We are also realizing more fully the value of education concerning the maintenance and use of roads.

The automobile in transportation. The automobile has brought a new day in transportation. There is now scarcely a town that does not have its traffic semaphore, its congestion of cars, trucks, and buses, and its system of *stop signals*. The day of the horse and buggy has gone. The old iron hitching post has rusted away, and the drinking trough in the public square has been replaced by a traffic tower. It is even predicted that in a few more years we shall see 30,000,000 motor vehicles in use in the United States, which will mean one car for every four persons.

The automobile has given our people an ease of movement and a new mastery of time and distance that have changed our whole manner of living. Some people appear to resent these changes. It would, however, be as sensible to attempt to push back the resistless ocean tide as to try to check the use of the automobile.

The automobile has brought many problems that are difficult to solve. Among these problems are better roads,

Photos from Brown Bros. and Keystone View Co.

Military transportation

Above, during the Civil War; below, in modern warfare. The military strength of a nation depends in part on the rapidity of transportation. Compare the two pictures in this respect.

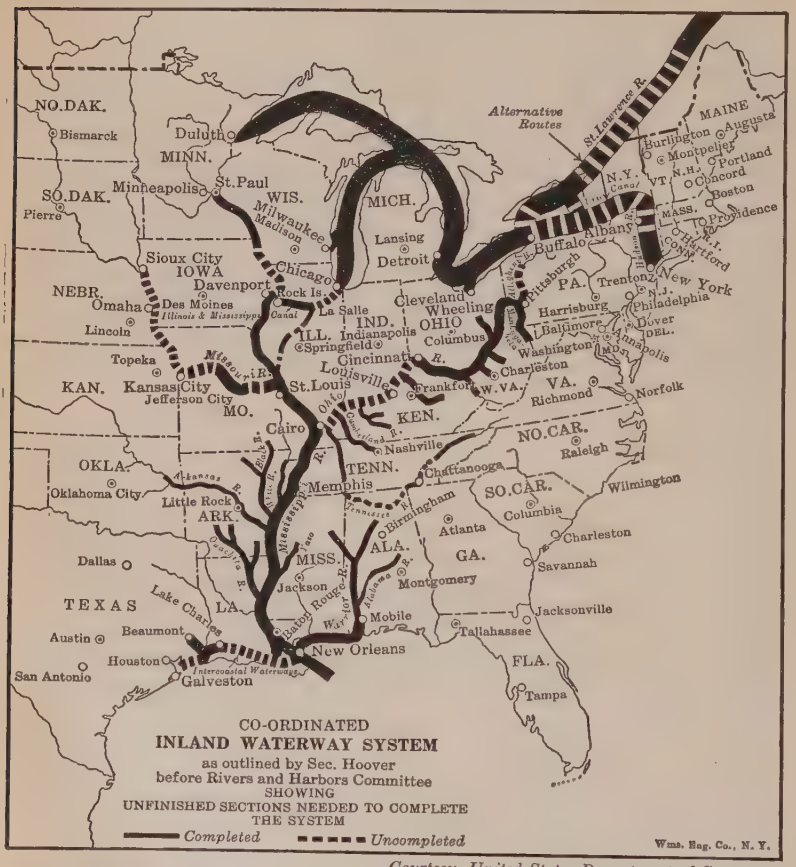
wider thoroughfares, regulation of speed, licensing of drivers, scientific methods of traffic control, and parking accommodations. These problems must be solved in order to increase the usefulness of the motor car and to assure to every owner a larger measure of service and enjoyment.

The waterways. Transportation by water, when available, has one outstanding advantage over other kinds of transportation — that of cheapness. Transportation by water costs very much less than transportation by rail. This is especially true in the case of such heavy and bulky commodities as lumber, iron, copper, and grains. The cheapness of water transportation is due in part to the fact that the right-of-way is free and there is little or no upkeep or maintenance of water highways.

There are certain disadvantages of water transportation. The greater number of transfers and handling charges sometimes make the water rate less economical in that respect than the railroad rate. The danger of storms, the closing of the northern waterways by ice in winter, and the relatively slow movement of boats are among other disadvantages. Water routes reach fewer places than railroads, though rivers were formerly the principal means of transportation in some sections of the country. The present use of rivers will be emphasized in the problems.

Canals. In the period before the Civil War, the Erie Canal in New York State helped to solve the problem of transportation between the East and the West. It also greatly reduced the expense of transportation. Where it had previously cost thirty-two dollars to carry a ton one hundred miles by wagon, it could be carried for one dollar by the canal. It is not surprising that many states followed the example of New York State in building canals. However, the building of railroads, especially after 1860, inter-

fered with the success of most of the canals, though many canals are still in use and there are plans for others.



Courtesy, United States Department of Commerce

How many states will be affected by the proposed inland-waterway system? How will they be benefited?

The Panama Canal was built by the United States government and is one of the greatest pieces of engineering construction that has ever been undertaken. This canal serves

two main purposes. It enables our navy to protect our coasts to much better advantage, and it aids the commerce of the world by reducing the distance between the principal east-coast ports of the United States and the west-coast ports as well as our island possessions in the Pacific Ocean. It brings all our ports nearer by water to certain South American ports.

Both state governments and the United States government have spent large sums of money in improving rivers and harbors. Such improvements quicken transportation and lessen costs. By deepening the channels of rivers and dredging the harbors, we enable large vessels to come nearer to the inland sources of their cargoes. This means lower costs of transportation. When the cost of transportation is reduced, it is possible to get goods at a lower price.

Problem Three. *Purpose.* — To investigate the extent to which waterways are used in transportation.

Direction. — Consult the encyclopedia or other reference books and secure a list of facts relative to the importance of the ocean and of inland waterways in transportation. Note especially the canals and principal lakes and rivers of North America. Use one sentence to express each fact and secure at least *ten* significant facts.

Railroads. A striking change has taken place in both transportation and communication since the building of railroads. It is hard for us to realize that in our great-grandfathers' time it took several days to haul corn or wheat to a town only fifty miles away. A journey from Boston to Philadelphia a century ago took longer than one from New York to San Francisco to-day. A United States made up of forty-eight states could hardly have been possible without the railroads which have bound the states together with their great network of steel tracks.

The study of a map of the vast network of railroad lines in the United States shows sharp contrasts between the various sections of the country. In the New England states we find the traffic not so dense as in the thickly populated countries of Europe. Farther south in the Middle Atlantic states the lines of traffic are somewhat fewer in number. In the region between the Alleghenies and the

From the Burton Historical Collection

The first railroad in Michigan

Mississippi River the main lines of railroads radiate from the principal centers, such as Chicago, St. Louis, Cincinnati, and Indianapolis.

In the territory west of the Mississippi the lines become fewer. The reasons for these differences in railway facilities are to be found in the differences in industries, the nature of the country, the distances between cities, and the density of the population. Railroads are built where the demand

exists. As the country changes, railroad lines may be discontinued, as has been the case where railroads have been torn up since the closing of lumber camps.

The ownership of railroads. Most of the railroads are owned by great corporations made up of thousands of stockholders. These stockholders elect representatives to act as

Courtesy, New York Central Lines

The development of the locomotive

boards of directors. The directors in turn select managers, and these managers through their assistants select the employees. Although thus privately owned, the federal and state governments extend their supervision and control to matters pertaining to charges for freight and passenger service. We have already studied the railroad as a public

utility and as a business corporation. State laws now exist for the protection of the lives of employees and to safeguard the public. An illustration of the latter is the common requirement that the whistle of the engine must be blown before the train reaches a crossing.

Air transportation. It was many years ago that Darius Green is said to have climbed to the roof of his barn and tried to fly off into space like a bird. If you have not done so, read the poem called "Darius Green and His Flying Machine," by John T. Trowbridge. For many years men dreamed of flying in the air. Now and then a venturesome person like Darius Green tried it, failed, and was laughed at by the public. This, however, did not stop men from trying again and again.

The Wright brothers made the first practical flying machine in 1903. A machine had been made before that time by Professor Samuel P. Langley, secretary of the Smithsonian Institution at Washington. The Langley plane made its first flight across the Potomac River on May 6, 1896. The second time Professor Langley attempted to fly, his plane was wrecked. He became discouraged and never tried it again.

For several years the Wright brothers, Wilbur and Orville, had been working on a flying machine. They built their own engine, installed it in a plane with a six-bladed propeller, and made their first successful flight December 17, 1903. The machine was piloted by Wilbur Wright. From that time the airplane was gradually developed and improved up to the beginning of the World War.

During the World War the efficiency of the airplane as a means of attack and defense was immediately recognized and the airplane industry quickly developed. Each of the warring nations began building and perfecting military air-

Photo from Wide World

A United States navy flying squadron

What is the importance of the airship in naval, military, and commercial activities to-day?

planes. The result was the present improved airplane which is serviceable in peace times as well as in warfare. Most of the important cities of the United States and Europe now have airplane landing fields. It seems probable that in the near future permanent passenger and freight airplane service will be established throughout the world. There is evidence, too, that the lighter-than-air dirigible airship will find a place in the future of transportation.

Testing What You Have Read

1. List the calamities which would happen to an inland city if the railroads ceased to operate for some time.
2. Compare the old and the new methods of transportation and travel.
3. How has the automobile created the need for good roads? How are the expenses for the building and upkeep of good roads met?
4. Show the relation between good roads and each of the following:
   (*a*) mutual understanding between people of different sections of a country
   (*b*) improved farming
   (*c*) improved school facilities
   (*d*) tendency to keep boys and girls on the farms
   (*e*) decreased cost of transportation
   (*f*) religious life
5. Why is transportation by water cheaper than transportation by rail? What are some of the disadvantages of water transportation?
6. Where in the United States are railroad lines most numerous? What affects the number of such lines in any region?

7. Trace the development of the airplane. What are the prospects for its future use?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*

I — 218–222

Dunn — *Community Civics and Rural Life*

II — 248–260
III — 260–270

Hill — *Community Life and Civic Problems*

IV — 381–389
V — 406–409

Hunter and Whitman — *Civic Science in Home and Community*

* VI — 408–423

Johnson — *We and Our Work*

VII — 77–89

Lapp — *Economics and the Community*

VIII — 86–94
IX — 95–103

Lyon — *Making a Living*

X — 264–274
XI — 274–284

Marshall — *Readings in the Story of Human Progress*

XII — 187–192
XIII — 279–287

Woodburn and Moran — *The American Community*

XIV — 233–239
XV — 249–252
XVI — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Four. *Purpose.* — To show the dependence of your community on transportation.

Direction. — A committee should interview the local express agent and freight agent and make a list of the foreign countries and distant states from which articles of merchandise have come to your community during any one day of the week.

Problem Five. *Purpose.* — To investigate the good and bad effects of the construction of good roads in your locality.

Direction I. — In one column of your notebook place a list of the benefits resulting from good roads. For information consult reference books, as well as your parents and neighbors.

Direction II. — In a parallel column in your notebook place a list of the objections to good roads as found in your interviews with others, in your readings, and through your own observations.

Direction III. — Write your conclusions in answer to the question: *Is our country better off because of the building of good roads?*

Problem Six. *Purpose.* — To study the development of airplane transportation.

Direction I. — From the encyclopedia or from magazines found in the school or public library, find out in what year

and from what city to what city the first airplane mail route was organized. Enter in your notebooks as follows:

The first airplane mail route was organized in ———.

Mail was carried from ———— to ————.

Direction II. — Have a committee list the airplane routes in or passing through your state.

Direction III. — Have a committee procure from the post office an air-mail schedule. On an outline map of the United States trace the various air mail routes in the United States.

* **Problem Seven.** *Purpose.* — To gain an interest in the proposals to improve the waterways of the United States.

Direction. — Examine recent issues of newspapers and make a list of arguments for or against the improving of a certain waterway that would affect the transportation of your section of the United States.

PART FIVE

THE MACHINERY OF GOVERNMENT

CHAPTER XXII

THE NATIONAL GOVERNMENT AND THE CONSTITUTION

Our interest in the national government. In an earlier chapter we discussed the fact that in the United States we live under three governments — the national, the state, and the local. The local government may be the county, city, or village. In previous chapters, especially through the problems, the relationship of these governments to the individual has been shown.

We receive from each of these governments many services and advantages. Many of us are not always aware of our indebtedness to our national government for the services received. This is because it seems so far away from most of us. It should be recalled that it is the national government that gives us our united country and that takes care of our relations with foreign nations. There are many other activities performed by our national government.

* **Problem One.** *Purpose.* — To find out what services are rendered to the individuals of the community by the national or federal government.

Direction. — Make a list of the services which are rendered to your community by the national or federal government. Report as follows:

1. the delivery of the mail

What is constitutional government? The United States has a constitutional form of government. This means that we are governed according to the provisions of a constitu-

tion. Under such a government we are not subject to the whim of an arbitrary ruler. Our rights and the machinery of government which is set up for the protection of these rights are defined in the constitution.

We found in discussing school citizenship that schools, societies, and organizations of all kinds have certain rules.

Photo by Ewing Galloway

The Capitol of the United States

Here is carried on the work of the Senate, the House of Representatives, and the Supreme Court.

The rules usually set forth the purposes and aims of the organization and they form a definite guide or standard of conduct for the people concerned. In our study of government we speak of this body of aims and rules as a constitution. The real purpose of a constitution in government is not only to give the purpose and aim of the organization, but also to provide the necessary rules and regulations to

govern the activities of individual members in working for the best interests of all.

It is the statement of the purpose of any organization that is most valuable to those whose action is to be guided

Photo by Ewing Galloway

The White House

Washington selected the site for this home of the Presidents, laid the cornerstone October 13, 1792, and lived to see the building completed.

or controlled by it. To prevent misinterpretation or misunderstanding, it has always been found of value to have a definite written record made of the rules agreed upon by the group. In this way each member is able to read the purpose and know of the general requirements. In early history, before such a practice was followed, rulers and

judges interpreted the rules of conduct variously. The great mass of people suffered because they were ignorant of the laws of the community, or because the judges and rulers changed the rules to suit their personal desires at the moment. Under a constitutional government, such as ours, the people are protected from such arbitrary treatment.

The purposes of the national Constitution. The purposes of our national Constitution are stated in its preamble, as follows: Desire to learn this.

> We, the people of the United States, in order to form a more perfect union, establish justice, insure domestic tranquillity, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

This preamble should be known by all American citizens because it answers two important questions: (1) Who established the government of the United States? (2) What are the six main purposes of our government?

Problem Two. *Purpose.* — To discover the purpose of our government as set forth in the Constitution of the United States.

Direction I. — List the specific reasons why the makers of the Constitution felt the necessity of establishing a government. Report as follows:

1. to form a more perfect union

Direction II. — Why did the makers of the Constitution of the United States start out by saying "We the people," rather than "We the states"? Consult your textbooks in American history.

Direction III. — Memorize the preamble to the Constitution so that you will have as a part of your general knowledge the purposes of our national Constitution and our government.

How our Constitution came into existence. The Constitutional Convention met in Philadelphia in 1787 and prepared the Constitution which was accepted and signed by the delegates from the various states on September 17, 1787. This date is celebrated as the anniversary of the framing of the Constitution. A sufficient number of states (nine) which had sent delegates to the convention had ratified their work by 1789. Our present system of national government came into existence on April 30, 1789, when the states, by their ratification, put into effect the work of the Constitutional Convention.

The Constitution adopted in 1789 brought the various states together as a united or federated nation. It provided for a federal union of all states and replaced the loose league of the various states previously organized under the Articles of Confederation. Because of this federation of states our national government is sometimes called the *federal government.* Our national Constitution was the first *written* constitution adopted by any great country. Besides being the first written constitution, it is still considered the briefest and most easily understood of all national constitutions.

It has been noted that our Constitution was made by delegates from the states and was later approved by conventions held within the states. The state convention acted for the people within its border; hence the constitution opens with the statement, *We, the people of the United States.*

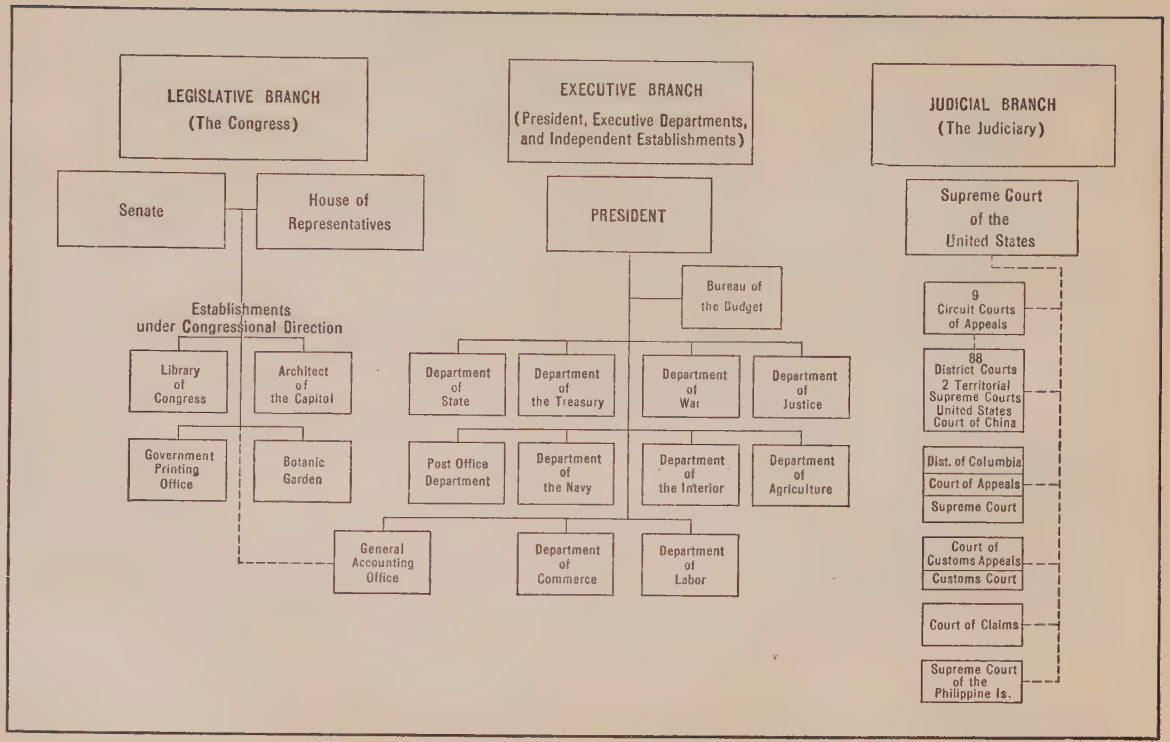
Why the Constitution was made. Our constitution was framed because the people felt the need of a stronger government than had existed prior to its adoption. From your study of history you will recall that, during the Revolutionary War and in the period immediately following, the

thirteen colonies were loosely bound together by an agreement called the Articles of Confederation. These articles were accepted by the Colonies in 1777 and remained in force until the Constitution was framed and adopted by the states. The government under the Articles of Confederation was too weak for the development and protection of a new nation. On February 25, 1787, James Madison wrote: "Our situation is becoming every day more and more critical. No money comes into the federal treasury; no respect is paid to the federal authority; and people of reflection unanimously agree that the existing confederacy is tottering on its foundation."

You will better understand the Articles of Confederation if you turn to a text in American history and read that document before further study. The Congress, under the Articles of Confederation, represented the states rather than the people as a whole. The small states had the same power as did the large states. Without a chief executive, which was lacking under the Articles, no one was responsible for the enforcement of the laws which Congress might pass. Congress could levy taxes, but it was without power to go into the states and collect them. Each state had power to make its own money and some of them made great quantities of it.

Under the Articles of Confederation no provision was made to establish courts. Without courts there were no means of settling disputes between citizens from different states or between states. The Constitution adopted in 1789 overcame these main weaknesses found in the Articles of Confederation.

The form of our national government. The Constitution of 1789 provided for the form of government called a republic. A republic may be defined as a government of the



Courtesy, United States Daily

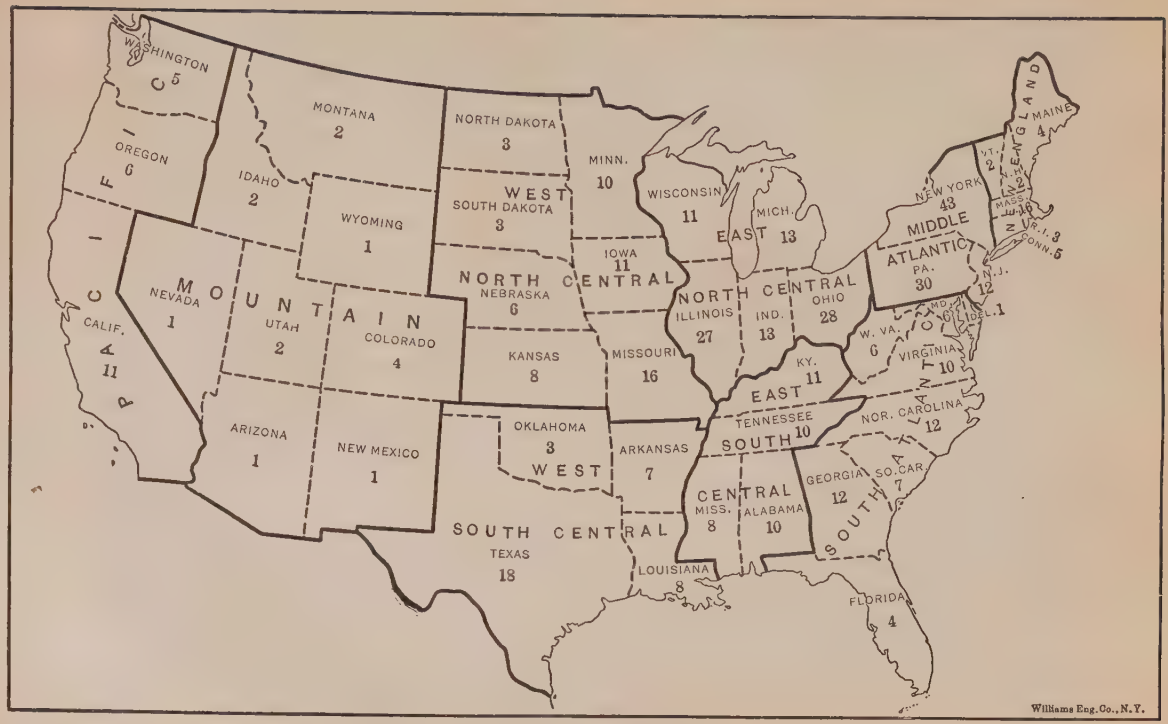
The three branches of government

people through their selected representatives. In framing the Constitution for the Republic, provision was made so that the national government might enforce laws in the various states when it was to the interest of the entire nation to do so. Under the Constitution the states were left to legislate in all matters which were of primary concern to the states. Thus the state could make laws regulating health, education, punishment of crime, labor and working conditions, insurance, and the organization of local units of government such as villages and cities.

The powers of the national government. Among the problems which the framers of the Constitution considered of national importance were such matters as: (1) the maintenance of an Army and Navy; (2) the declaration of war and peace; (3) treaties with foreign countries; (4) the control of interstate commerce; (5) the definition of citizenship; (6) the establishment of federal courts; (7) the levying and collecting of a tariff or of other taxes for the raising of an army and the support of other departments of the federal government; and (8) the coinage of money and issuance of paper currency. You will find additional information on the powers and duties of the national government by reading the text of the Constitution.

The division of authority in our national government. Under our Constitution all government activities fall under one or another of three principal divisions — the legislative, the executive, and the judicial. The chief function, or duty, of the legislative branch is the making of laws. The principal task of the executive branch is the enforcement of the laws. The main function of the judicial branch is the interpretation of the laws.

Problem Three. *Purpose.* — To obtain a general view of important provisions of the federal Constitution.



State membership of representatives

How is the number of representatives for each state determined? How does your own state rank in number of representatives in your geographical division?

Direction. — Examine the Constitution of the United States and write in your notebooks the numbers of the sections, articles, and clauses which answer the following:

1. What part deals specifically with the general power of Congress? *Answer.* — Article I, Section IV.
2. What part deals with the House of Representatives?
3. What part deals with the Senate?
4. What part deals with the Executive Department?
5. What part deals with the courts?
6. What part deals with the relations of the national government to the various states?
7. What part gives the manner in which the Constitution may be amended?
8. What parts specifically protect the rights of the individual citizen and are known as the Bill of Rights?
9. What part deals with the voting rights of citizens?

The national Congress. The law-making power in this country is vested in Congress. Congress consists of two bodies, a House of Representatives and a Senate. The members of the House of Representatives are chosen by the people from districts within each state for a term of two years. The number of such districts in a state depends on its population. The senators are selected, two from each state, for a term of six years. One third of the senators are chosen by popular vote every two years. Every bill, to become a law, must first be passed by both houses of Congress. The functions of Congress as well as the qualifications of the representatives and senators will be understood more clearly by a reading of the text of the Constitution and by working out the problems which are given as part of this chapter.

Problem Four. *Purpose.* — To obtain information on the method of choosing representatives and senators.

Photo by Underwood and Underwood

The Hall of Representatives

This legislative chamber is one hundred thirty-nine feet long, ninety-three feet wide, and thirty feet high. Its ceiling of glass panels is set in a framework of iron and decorated with the coats of arms of the states.

Direction I. — From your textbook in state civics or your state handbook obtain the following information:

1. number of national representatives from your state
2. the number of the representative district in which you live
3. the name of the representative from your district and his political party
4. the names of the senators from your state and the political party of each

Direction II. — Write a brief biographical sketch of one of your senators. Use a state handbook or *Who's Who.*

The national executive. The Constitution provides for a chief executive to be known as the President. It is specifically the duty of the President to see that the Constitution is observed and that the laws passed by Congress are enforced. He is also given power to veto any proposed act of Congress. The power of veto means that the President may refuse to sign a bill which is passed by Congress. Congress may pass a bill over his veto by a two-thirds majority of each house. The President, through his Secretary of State, initiates all negotiations with foreign countries. It is also his function to advise Congress as to the needs of the nation and through his messages to suggest laws which make for the general welfare of the Republic.

Problem Five. *Purpose.* — To find the powers and duties of the President and the Vice President as provided in the Constitution.

Direction. — Read that portion of the text of the Constitution which deals with the power and duties of the President and Vice President and make a list in your notebook of the more important ones for each official.

The President's advisers. The President is authorized by law to name advisers. These advisers constitute a body

called the *Cabinet.* Each member of the Cabinet is the head of an important department of the executive branch of the federal government. The titles of these officers and their principal duties will be found when you solve Problem Nine. When a new President is elected, he appoints the members

© *Underwood and Underwood*

Our army

By what authority does the United States maintain an army?

of his Cabinet and these men serve as long as the President approves of their work.

The national courts. The Constitution provides for a system of courts consisting of the Supreme Court and as many lower courts as Congress may deem necessary. The Supreme Court consists of nine judges appointed by the President of the United States and approved by the Senate. The chief function of the Supreme Court is to interpret the laws. It also decides in cases of doubt whether any law

passed by Congress is or is not in harmony with the Constitution. It decides disputes between states, between citizens of different states, or between a citizen of the United States and a citizen of a foreign country.

Problem Six. *Purpose.* — To find out what the powers and duties of the Supreme Court are, as listed in the Constitution.

Photo by Underwood and Underwood

Our navy

Where is the authority for maintaining a navy at an annual expense of millions of dollars?

Direction. — Examine that part of the Constitution which deals with the courts and list the powers and functions of the judicial department of government, as follows:

1. to decide controversies between states

Amending the Constitution. Provisions were made when the Constitution was written so that it might be changed

whenever the United States Congress by a vote of two thirds of both houses believed it should be done. After a resolution to amend the Constitution has been introduced and Congress has approved it, the measure is submitted to the various state legislatures. If three fourths of the state legislatures vote favorably on the proposed amendment, it becomes a part of the Constitution. If the Constitution could not be amended, it would be difficult to take care of changing conditions. By reading the amendments you will note the manner in which the Constitution has been changed to meet new conditions.

The Bill of Rights. The first ten amendments to the national Constitution were proposed in 1789, but were not put into force until 1791. This part of the Constitution is spoken of as the Bill of Rights. It is so called because it is a series of simple and specific statements which clearly define the rights of individual citizens. Among them are the right of the people to freedom of speech, the right of trial by jury, and the rights of the people peacefully to assemble and to petition the government for a redress of grievances. These amendments prohibit Congress from passing any laws which would establish a national religion or a specific form of worship. The first nine amendments were passed to prevent Congress from enacting laws which might deprive citizens of the United States of those individual rights which the Colonists, during the reign of King George, had been deprived of by the British government while in control of the American colonies.

The Tenth Amendment specifically gave or reserved to the states and to their people all powers not reserved for the federal government by the Constitution.

Problem Seven. *Purpose.* — To get a general view of the provisions of the Bill of Rights.

Direction I. — Read the first nine amendments to the Constitution and list the rights of the individual which have been protected by these amendments. Report as follows:

Amendment I provides that Congress shall make no law respecting the establishment of a religion.

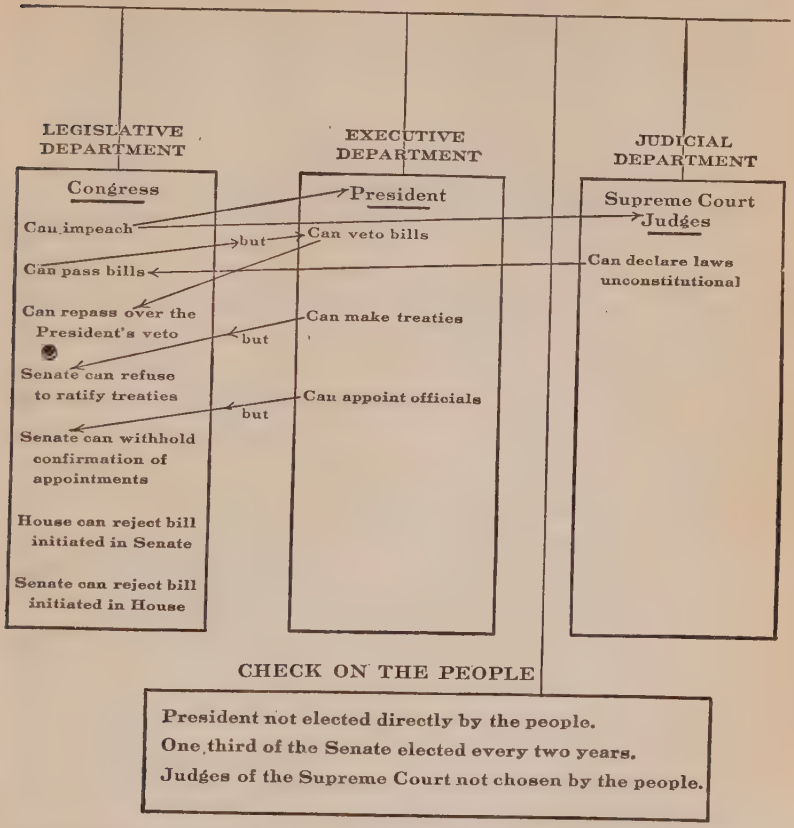
Direction II. — Whose rights are guaranteed by Amendment X?

Why we study the Constitution. The success of the government in any democratic group, whether it is a school or a country like the United States, depends upon two things: (1) That every individual realize the necessity of recognizing the rights of others of the group; (2) that each individual carry out the purposes of the organization. The ability to coöperate usually depends on the degree to which the members are tolerant, respectful of each other's opinions, willing to compromise when it is for the common good, and moderate in their personal demands. The successful working out of such a plan of government, therefore, depends on the extent to which the members are informed concerning their rights, duties, obligations, and privileges.

In a publication of the National Association for Constitutional Government there is given the following advice to American citizens:

> Our Constitution is the very heart and life of the nation we love. Other nations the world over have copied it. Evidently our fathers expected the people of the United States to be familiar with the Constitution in all its essential provisions. Yet there have been thousands of officeholders, under the federal government and the forty-eight state governments of the Union, who have sworn to support the Constitution, yet have never once read it through! In an average audience of a thousand Americans how many will you find who have a copy of the Constitution within reach? How many who have "never read it"? Every good

OUR CONSTITUTION IS A SYSTEM OF CHECKS AND BALANCES



Study the above chart and determine how each department in our government is checked and by whom. In what ways is there a check upon the people?

American ought to have a copy of it for his own use, easily accessible for reference.

The best way to understand our national government and the Constitution of the United States is to read and examine it carefully.

Testing What You Have Read

1. All organizations have rules which set forth the purposes and aims of the organization and which form a guide of conduct for its members. Complete the following statements aloud:

(*a*) In government the body of rules is called a ————

(*b*) The purposes of such a set of rules are

1. ————————————————————

2. ————————————————————

2. Of what advantage is it to the people governed to have written rules?

3. Complete these statements:

Our country began to be governed under the Constitution in ————————.

Work on the Constitution began in ————.

The Constitution was adopted in ————————.

The Constitution replaced the ————————.

Because of the federation of states our national government is sometimes called a ————————.

The first written constitution adopted by any great country was ————————.

4. State five weaknesses in the Articles of Confederation which were overcome in the Constitution.

5. State the outstanding powers given to the national government in the Constitution.

6. In your notebooks put the powers beside the departments to which they belong.

judicial	enforcing of laws
legislative	interpreting of laws
executive	making of laws

7. Of what does Congress consist? How are the members of each house chosen?

8. Give five powers or duties of the President of the United States. Is his veto to a bill necessarily final?

9. Of what does the Cabinet consist? Who appoints the members and how long do they hold office?

10. Explain the chief function of the Supreme Court.

11. How may the Constitution be amended?

12. Why are the first ten amendments called the Bill of Rights?

Using Your Class Library

Beck, Miller, and Barnes — *"The Constitution of the United States."*

I — 13–28
II — 30–38
III — 39–46
IV — 48–58
V — 59–64
VI — 164–172
VII — 172–178
VIII — 180–188

Dunn — *Community Civics and Rural Life*

IX — 443–456
X — 457–473

Hill — *Community Life and Civic Problems*

XI — 475–485
XII — 486—503

Lyon — *Making a Living*

XIII — 401–416
XIV — 419–430
XV — 430–439

Marshall — *Readings in the Story of Human Progress*

XVI — 368–373

PARSONS — *The Land of Fair Play*

XVII — 3–15
XVIII — 16–26
XIX — 27–39
XX — 41–54
XXI — 58–67
XXII — 69–73
XXIII — 74–91

OTHER PROBLEMS TO BE SOLVED

Problem Eight. *Purpose.* — To afford drill on the meaning of some of the common terms used in a study of government.

Direction. — To find definitions for the following terms, consult your textbook, your text in American history, or the encyclopedia. Write in your notebook definitions of the following terms used in a study of our national government: 1. federal government; 2. republican government; 3. representative government; 4. amendment; 5. Congress; 6. Declaration of Independence; 7. Constitution; 8. judicial power; 9 Bill of Rights; 10. trial by jury; 11. *habeas corpus;* bill of attainder; treaty; treason; public debts; income tax; suffrage; initiative; referendum; recall.

Problem Nine. *Purpose.* — To procure facts concerning the President's cabinet.

Direction. — From the last World Almanac or from other sources, such as magazines and books, find the names and two duties of each of the present members of the President's cabinet. Report as follows:

Office	*Name of Official*	*Duties*

* **Problem Ten.** *Purpose.* — To obtain information on the Supreme Court and other federal courts.

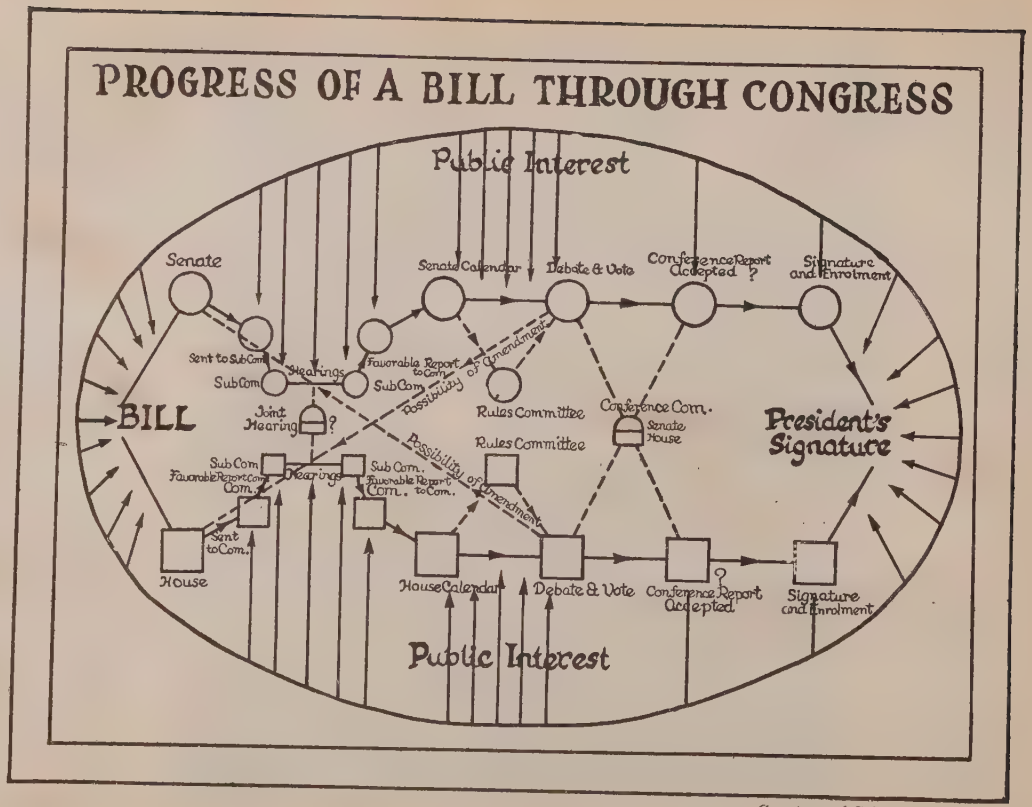
© *Ewing Galloway*

Falls in Yellowstone River, Yellowstone National Park

How do you justify the expenditure of public money to maintain national parks? How are national parks worth the money spent upon them?

Direction. — A committee should consult a judge or a lawyer and prepare the following report:

1. The names of the present members of the Supreme Court
2. Where the nearest federal court is held



Courtesy of School and Society

3. Three types of offenses which would come before the district federal court of your locality.

***Problem Eleven.** *Purpose.* — To trace a bill through Congress and discover the number of times a bill may be held for consideration in its passage.

Direction. — Make an enlarged copy of the chart given below and *number* in order the different places that a bill may reach after its introduction into the senate. After you have done this, use *letters* to indicate the progress of a bill introduced into the House.

***Problem Twelve.** *Purpose.* — To learn the purpose of the amendments to the Constitution after the Bill of Rights.

Direction. — Read the first section of each of the Amendments XI to XIX and write in your notebook a brief statement of the subject with which each deals. Report as follows:

1. Amendment XI excludes from the jurisdiction of the United States any suit brought by any individual against a state.

Problem Thirteen. *Purpose.* — To discover what space the daily newspapers give to a discussion of the work of the various branches of the national government.

Direction. — Read the daily newspapers for three successive days. Cut out any statement about the work of the Supreme Court, the House of Representatives, the United States Senate, the President, or any cabinet officer. The work on the President may go to a part of the class, the Senate to another part, and so on with the others. List the headlines for these articles. Compare these lists.

CHAPTER XXIII

THE STATE AND ITS GOVERNMENT

The relation of the state constitutions to the Federal Constitution. Every state in the Union has a constitution similar in form to that of the United States. The United States Constitution provides that the government of each state must be in the form of a republic. Each state constitution must conform to the Constitution of the United States just as statutes passed by Congress must be in accordance with the Constitution. Since, however, each state is free to draft its own constitution, there are no two state constitutions that are exactly alike.

We learned in the chapter on the National Government and the Constitution that the Constitution of the United States is always the supreme law of the land. This means that it outranks all other law and all state constitutions. All laws passed by the national legislature must conform to the Constitution of the United States. In the same manner the state constitution is the highest body of law created by a state. All laws passed by the state legislature must conform to the state constitution.

By the provisions of the federal Constitution, certain powers are denied to the states. Among the rights which can be exercised only by the national government are: (1) the right to coin money; (2) the right to collect duties on imports or exports; (3) the right to maintain a standing

army or navy in time of peace; (4) the right to form an alliance with a foreign country. You will remember from your study of the last chapter the reasons for the failure of the Articles of Confederation. It was for those same rea-

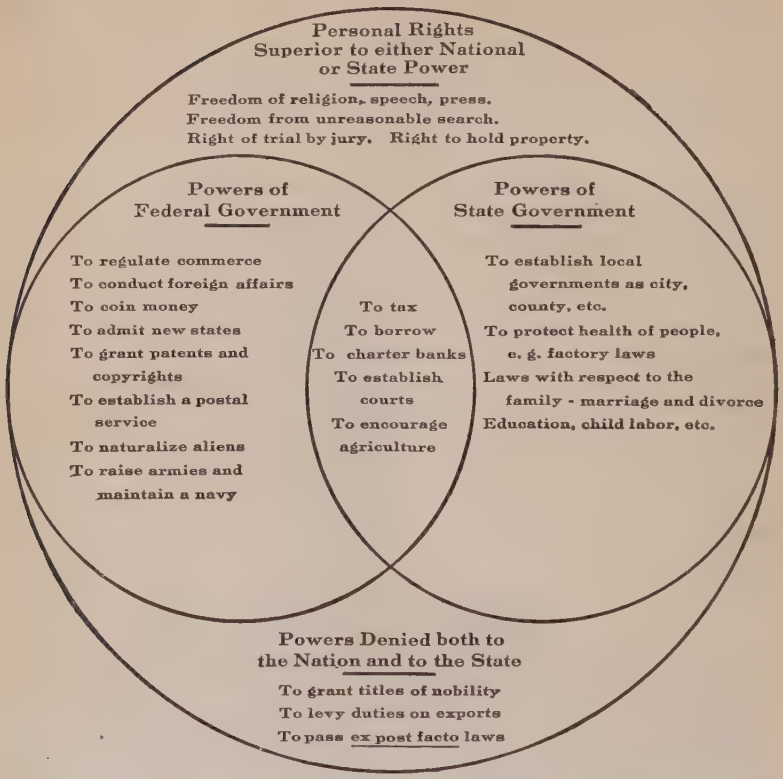
Photo from Times Wide World

The State Capitol of Nebraska

The capitols of many states are monuments to the ideals and services of their founders and early settlers. Is this true in your state?

sons that the framers of the national Constitution denied to the states individually the powers which affect all states.

***Problem One.** *Purpose.* — To learn the purposes of the organization of your state government as expressed in the preamble to its constitution.



Study the above chart. What powers have the state and federal governments in common, what powers has each exclusively, and what powers are above or denied to both?

Direction I. — List in your notebook the purposes of the government of your state as given in the Preamble of your state constitution.

Direction II. — Compare the purposes of your state government with those of the federal government as given in the Preamble of the national Constitution.

What a state constitution provides. All state constitutions provide for a republic — a government determined by the

people. The constitutions in all states contain a preamble which states the general purpose of the state government. Each contains a bill of rights, which lists the rights of individual citizens. Each provides for three departments of government — the executive department, the legislative department, and a system of courts.

Every state constitution provides for elections, the raising of taxes, and the expenditure of money. It outlines the conditions under which local communities (counties, towns, cities) may be organized and governed. In most of the states the constitution contains many provisions relative to the support of a public school system. There is always provision for a method by which the constitution may be amended or revised. Other matters relating to business and private corporations are included in the constitutions of some states.

Problem Two. *Purpose.* — To get a general idea of the constitution of your state.

Direction I. — Read the constitution of your state in some textbook on state government, the state directory, or pamphlets prepared by your state department. In your notebook list the numbers of the sections dealing with each of the following:

1. preamble
2. bill of rights
3. the state executive department
4. the legislative department
5. lawmaking
6. the courts
7. the organization of counties, cities, villages, and townships
8. elections and qualifications of voters
9. education and schools
10. amendment

Direction II. — Add two other important matters with which your state constitution deals.

The executive department. Every state in the Union has a governor who in all cases is elected by the voters for a term of from two to four years. The governor bears the responsibility of enforcing the laws and the constitution of the state. He is given control over the state police and the state militia. The governor exercises power in legislative matters through the veto and through his messages to the legislature. If he believes that there is need of emergency legislation, he may call a special session of the legislature. In all states the governor has the power to pardon persons who have been convicted of crime. The governor in all states makes appointments to various offices and state boards. This last is one of the most important of his duties. Much of the success of state government depends upon the selection of individuals who are thoroughly qualified to transact the business of the state boards, bureaus, commissions, and institutions.

Problem Three. *Purpose.* — To learn, through a study of the state constitution, textbooks, and the state directory or handbook on the state government, the functions and duties of your state's chief executive.

Direction. — Consult the constitution of your state and the state manual and add in your notebook seven duties to the following list of important things which the governor does or may do:

1. signs bills passed by the legislature
2. enforces the laws of the state
3. vetoes bills passed by the legislature which he believes would not make good laws

Other administrative officers. In addition to the governor there are other administrative officers of the state

These usually consist of the lieutenant-governor, the secretary of state, the treasurer, the auditor, the attorney-general, the superintendent of public instruction, and the highway commissioner. The names for these positions vary in different states, although most states use these titles. In many states these officials are also elected by the direct vote of the people. In a few states, however, certain of them are appointed by the governor. You should read the portion of the constitution of your state which deals with the executive branch of the government.

Problem Four. *Purpose.* — To assemble certain facts concerning the present state officials and their duties.

Direction. — Examine your state manual, a state civics, or state reports and get the information to complete the following report in your notebook. Report your findings in the form of a chart under the following five headings.

Title in your state	*How chosen*	*Term*	*Name of present officer*	*Three duties*

The legislative department. Every state in the Union has a legislative body corresponding to the Senate and House of Representatives of the national government, although they are not called by those names in all states. The tenth amendment to the Constitution of the United States provides that "the powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people."

The state legislature is the lawmaking body of the state. It does not make all the laws which govern the people of the state, for the power to pass certain local acts is often delegated to the counties, townships, cities, villages, or school districts. The state legislature, however, if it so

desires, may place certain legal requirements on these smaller units of government, beyond which their laws may not go.

The organization of each house of the state legislature is left to its own members. Each house determines its own rules of procedure and the qualifications of its own members. Each branch of the legislature has a speaker or chairman. State senators and members of the house of representatives (or the assembly, as it is sometimes called) are elected by popular vote from prescribed districts and their terms of office vary from one to four years in the various states. Likewise the length and frequency of the legislative session vary in the different states.

How state laws are made. When a member of the legislature wishes to introduce a measure he is required to put it into legal form. To assist the legislators in drawing up their bills, many states provide reference bureaus whose business it is to prepare the bills in good legal form. After a measure has been drawn up by one of the legislators and introduced, it is read by title by the clerk, given a number, and ordered printed. It is then referred by the chairman or presiding officer to the committee which has charge of that kind of legislation. The legislature, under its rules, usually requires that every bill be read on three different days in order that hasty legislation may be prevented.

The legislative committees are very important in the making of the laws. They have a certain control over the bills which have been referred to them. They have the power to bring several bills together into one and they may alter any bill submitted to them. Very often bills are never reported out of the committee because the committee believes they would result in unwise or undesirable laws, and hence they are never placed on the calendar. The calendar is the list of bills to be considered by the legislature.

In all states a bill, to become a law, must first pass both houses separately. It must then go to the governor, who may sign it and, by so doing, make it a law; or he may return it without his signature. In most states a bill which is vetoed by the governor may become a law if two thirds of both houses of the legislature vote for its passage.

Restricting the state legislature. During recent years many efforts have been made to prevent state legislatures from passing undesirable laws. Thus the veto power of the governor has been increased, and in some states the length of sessions of the legislature has been limited by the state constitution. A maximum tax rate has commonly been established, and many state constitutions contain details regulating matters formerly subject to the changing laws of state legislatures.

State courts. All state constitutions provide for a system of courts which includes the state supreme court, sometimes state appellate courts, circuit or district courts, county courts, and local justices of the peace. The judges of the courts are elected by the voters of the various communities. The cases tried in these various courts involve the laws of the state and local acts and ordinances.

Other interests of the state. Whether by legislative acts or under the constitution, the state promotes the general welfare of the citizen through its laws. Many of these have been referred to in previous chapters. The problems accompanying this discussion will provide an opportunity for you to study more in detail the government of your own state. A careful study of the problem and a close reading of your state constitution will be of much more value to you than the reading of a long chapter on state government.

Testing What You Have Read

1. Answer these questions with *Yes* or *No:*

(*a*) Is a state allowed to coin money?

(*b*) May a state draft its own constitution?

(*c*) Are all the forty-eight state constitutions alike?

(*d*) Is the national government the only body with the right to collect duties on imports or exports?

(*e*) Must the laws passed by state legislatures conform to the state constitutions?

(*f*) Has a state a right to maintain a standing army or navy in time of peace?

(*g*) Has a state the right to form an alliance with a foreign country?

(*h*) Do state constitutions provide for state courts?

2. Each state constitution provides for ————————. Name at least six provisions.

3. What department of the state government does the governor especially represent? Explain his veto power, his pardoning power, and his appointive power.

4. Name the chief administrative officers in a state.

5. Of what two bodies does the state legislative branch consist? Explain briefly the functions of these two houses.

6. Trace a bill from its introduction to its final approval as a law.

7. In what ways have state legislatures been restricted?

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*

I — 312–318

II — 328–346

DUNN — *Community Civics and Rural Life*
III — 419–431
IV — 432–441

HILL — *Community Life and Civic Problems*
V — 456–464
VI — 465–474

LYON — *Making a Living*
VII — 429–432

MARSHALL — *Readings in the Story of Human Progress*
VIII — 405–408

PARSONS — *Land of Fair Play*
IX — 94–102
X — 114–117

WOODBURN AND MORAN — *The American Community*
XI — 255–266
XII — 266–280
XIII — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

OTHER PROBLEMS TO BE SOLVED

* **Problem Five.** *Purpose.* — To learn certain facts relative to the civic history of your state and to become acquainted with sources of information concerning state matters.

Direction. — Through an examination of the history of your state as given in encyclopedias, state histories, or state civics, find answers to the following questions. Write them in your notebook and state the source of your information for each question.

1. When was your state admitted to the Union?
2. What number is your state in the Union?
3. How many different constitutions has your state had?
4. What was the date of the adoption of each?
5. Who was the first governor of your state?
6. Give the names of some of the distinguished statesmen in the early history of your state.
7. Give the words on the seal of your state and explain their meaning.

* **Problem Six.** *Purpose.* — To learn some of the services which your state government renders its people.

Direction. — Each pupil of the class should prepare a report on one of the topics listed herewith for presentation to the class, or the class may report after working in groups. Use state manuals, state textbooks in civics, state histories, or state reports. Keep these questions in mind:

1. By what agencies is this work of the state carried on?
2. What are some of the kinds of work performed in this field?
3. What is the need for such service in your state?
4. What are some of the other interesting facts about the work of your state in this field?

Topics for special reports. — The work of the state government in the field of the promotion, supervision, and control of (1) agriculture, (2) mining, (3) fisheries, (4) forestry, (5) roads and highways, (6) railroads, (7) rivers and canals, (8) certification of teachers, (9) licensing of doctors, dentists, and lawyers.

* **Problem Seven.** *Purpose.* — To find out to what extent your state is furthering education in special institutions.

Direction. — List the various educational institutions supported by your state and give the kinds of training in each institution. In preparing your report use the following

headings: (1) name of the institution; (2) where located; (3) when established; (4) number of students; (5) for what kinds of professions or positions it trains. Consult the state manuals or the catalogues of the different state institutions. If each pupil devotes himself to one state institution only, he can make his work more intensive and thorough.

CHAPTER XXIV

COUNTY AND TOWNSHIP GOVERNMENT

Why county and township government have been established. In order that democracy in government may be brought as close to the people as possible, states have been divided into counties or townships. In the majority of states we find both the county and the township. A *county* is a political division of the state made by the state legislature, and the *township* is one of the political divisions of a county. The size of the county depends to a great extent on the distribution of the population and the size of the state. The smallest county in the United States is located in Rhode Island and the largest county, several times as large as Rhode Island, is found in California.

Problem One. *Purpose.* — To learn the constitutional provisions in your state for county and township government.

Direction. — Through an examination of the constitution of your state find answers to the following questions:

1. What power is granted the state legislature in defining the boundaries of counties? Summarize the provisions. The boundaries of townships? Summarize.
2. Is the number of counties defined? If so, how many are there?
3. Is the size of a county defined?
4. What officers of the county are required by the state constitution? Of the township?

5. What limitations on county indebtedness, if any, appear in the state constitution? On township indebtedness?
6. Does the state constitution provide for the selection of the county seat? How?
7. Is your own county mentioned in the constitution? If so, give the reference.

The units of local government. In most states the counties are subdivided into still smaller political divisions called towns or townships. In the south the county has not been so divided, but has remained the unit of local government. In the New England section less emphasis is placed on the county organization, while the town or township is considered the important unit of local government. It is in New England that the famous town meetings were organized, and they are still an important institution in the life of most of the communities. In the Middle West and West the county and township have both become units of local government. All matters of general interest to the county are looked after by the county organization.

The county has also generally been used as a basis for deciding the number of representatives in the state legislature. A combination of counties usually forms the district for the election of members to the national Congress and in most states serves as a court district. The laws of the state are enforced through the regularly appointed and elected county officials.

Decrease in the importance of county and township. The importance of the county and township as units of government has been greatly reduced during the last two decades because of the growth of cities. The last census indicates the significant drift of population from the country to the urban communities. In 1920 fifty-one and four-tenths per cent of the population of the United States lived in commu-

nities of 2500 population or more. The census also showed that over 474 rural villages became urban communities between 1910 and 1920.

In certain states great cities are found covering all or nearly all of a single county or more. This is the case in

Photo by Frank M. Wyborn

Court House at Hackensack, New Jersey

This is a good illustration of the way in which counties house their various offices and public documents.

Cook County, Illinois, with the city of Chicago, and in Philadelphia County, Pennsylvania, with the city of Philadelphia, and in Wayne County, Michigan, with the city of Detroit. In counties containing large cities the government

is always made more complex and the civic problems are very difficult. When the cities and villages contain greater wealth and population than the rural parts of the county, the leadership of such counties is often dominated by the villages and cities, where the interests of the majority are centered.

***Problem Two.** *Purpose.* — To find certain facts concerning the history of your county.

Explanation. — Many counties have printed histories of their organization and growth. Other counties issue manuals that contain many historical facts. Copies of these publications are usually placed in school and city libraries; or they may often be found in the offices of lawyers and newspaper men.

Direction. — A committee of the class should procure answers to the following questions and place a copy of their report on the blackboard.

1. When was the county organized? 2. What is the origin and meaning of the name of the county? 3. From what foreign country or part of the United States did the early settlers come? 4. What were the early industries of the county? 5. What are three of the most interesting facts in the early history of the county? 6. What is the present area of the county? 7. What are the names of the townships within the county? 8. What are the names of the villages, towns, or cities within the county? Draw a map to show the townships. 9. What is the present population of the county? 10. What per cent of the population of the county is found in villages or cities of more than 1000 population?

The nature of county government. In most sections of our country, the county or township government was established during the pioneer stages of the development of the states. Many counties were well organized before the state constitution was drafted. The original constitution of the

states, therefore, provided for the local government along lines which had already been established in the counties or townships. That is why county governments of different states differ somewhat.

The county organization differs from the state government and from the government of cities in one important respect. The county government does not have an administrative head, although the sheriff is the officer whose duties are most like those of a chief executive in government. The board of supervisors, consisting of members elected from the various townships, villages, and cities of the county, make up the legislative body. The people of the county elect their own officers, and they determine the policy of the county through their board of supervisors.

Some duties of the county government. The board of supervisors is the responsible body in the government of the county. It is the duty of the board of supervisors to pass needed local acts and ordinances and to appropriate money to enforce the laws and carry out all county activities. The county board has the right to levy and collect taxes, as well as borrow money if necessary, for the purpose of needed improvements. The money is used to construct good roads and bridges and to erect and maintain public buildings, such as the court house, county penitentiary, homes for dependents, schools for the handicapped, and sanitariums for the tubercular. The board is usually a relatively large body, although it varies in size in different counties and states. In some counties its members are called *commissioners.*

Administrative county officials. In addition to the board of supervisors, each county elects certain officials with administrative duties. The most common are the sheriff, county clerk, road commissioner, surveyor, county treasurer, cor-

oner, recorder or register of deeds, superintendent of the poor, prosecuting attorney, the probate or county judge, and the commissioner or superintendent of education. In some counties a justice of the peace is considered a county official. In a few of the more populous counties in certain states such officials as probation officer, friend of the court, jury commissioner, and game and fish warden are provided. It is impossible to give a description of the duties of county officials that would be accurate for all of the states. This is because their duties are fixed differently in different states. The problems will make clear the duties of county officials in your state.

The sheriff. The sheriff is the chief officer of the county in charge of the enforcement of law. He is custodian of the prisoners in the county jail and is responsible for the supervision of any other places of detention within the county. He makes arrests and carries out the orders of the court. In the larger counties the sheriff has many deputy sheriffs to assist him in his work.

The county clerk. The county clerk is called the county recorder in some states. He keeps the official records of the county. In many counties he issues naturalization papers and marriage and other licenses. He acts as clerk of the supervisors, and in many states he serves as clerk of the district court.

The treasurer. The treasurer is custodian of the county funds. He receives the taxes and fees of the county, and in some states he collects the taxes for the state. He pays such bills as are authorized by the board of supervisors or by law. He is under heavy bonds for the safe keeping of the funds of the county.

The prosecuting attorney. The prosecuting attorney (also called the county or district attorney) is the legal adviser

of the county and its officials. He usually conducts in behalf of the people all cases in which the county is a party. He institutes grand jury proceedings and assists the sheriff in enforcing the laws.

The register of deeds. The register of deeds of the county records all deeds and mortgages and discharges and assigns mortgages, land contracts, and matters affecting the title of lands.

The county judge. The duties of the county judge vary in different states and in different counties. In general he has jurisdiction in all civil and criminal cases, except those within the exclusive jurisdiction of the state or federal courts; he hears all appeals from the lower courts made to the county or superior court. He issues writs of *habeas corpus* and other legal orders and prohibitions.

***Problem Three.** *Purpose.* — To compare the titles of the officers of your county with those given in this chapter and to learn the names of the present officers in your county.

Direction I. — In the various states the county officers are often known by different titles. From the state constitution, the state directory, the state manual, or the handbook of your county, prepare a report in which you use the headings given herewith. If published reports are not available, a committee should secure the information from a county official, a lawyer, or a newspaper man. 1. titles of officers used in this chapter; 2. titles used in your county; 3. names of present officers; 4. when elected; 5. term; 6. salaries; 7. two duties.

Direction II. — Add to your report information concerning county officers not mentioned in the chapter.

Tendencies in county government. For many years the people of the various states have recognized that their county government was less efficient than any other form

of government. With the growth of villages and cities within the county there has come a demand for improvement. During recent years there have been many efforts to modify county government with the idea of making it more efficient and effective. To accomplish this, some sections of the country have adopted the commission form — in some respects similar to that of the commission form of government in villages and cities. The commission consists of a small group selected from the entire county. It is the duty of the commission to transact the business of the county, to make and enforce the laws, and to consider the needs of every section.

Under the commission system the responsibility for the enforcement of the laws is definitely placed. The business of the county is also carried on more economically and more effectively. In 1911 California passed an amendment to the state constitution permitting counties to make their own charters. They may determine their own form of county government in so far as it does not conflict with the constitution and laws of the state or national governments. Maryland is another state that has passed laws relating to the self-government of counties.

Township government. The township is a subdivision of the county and usually is the smallest unit of local government. The town or township is usually associated with the town meetings. At the town meetings every voter in the township may go to the polls and by his own vote directly participate in the nomination and election of officials to manage the government of that unit. The voters of the township by group action determine the policy to be followed each ensuing year. They also authorize the improvements to be undertaken and the amount of money to be raised by taxation.

Township officials. At the annual meeting of the township or the town meeting, the voters elect a supervisor to represent them on the county board, clerk, treasurer, constable, health officer, and justice of the peace. In the East, in addition to these officials, there are usually elected *selectmen*, who are in charge of affairs of the township throughout the year. Their duties are to carry out the policy on which the voters have determined at the township meeting.

In some sections of the country the townships have a body known as the *board of review*. This board places the valuation on the property in the township as the basis for the tax levy. The supervisor for the township is the chairman of the board of review. He also represents his township on the county board of supervisors.

In many of the townships the duties of the principal officers are as follows: The township clerk keeps all records of the township and is clerk at the town meeting and all meetings of the board of review held during the year. The treasurer collects the taxes and pays out the money when authorized by the clerk and supervisor. The justice of the peace presides over the township court in petty cases. The constable carries out the orders of the justice and is the policeman of the township.

***Problem Four.** *Purpose.* — To compare the titles of the township officers with those given in this chapter and to learn the names of the township officers in your township.

Direction I. — From the state constitution or the manual or handbook of your county, secure information for a report in which you use these headings: 1. titles of officers used in this chapter; 2. titles used in your township; 3. names of present officers; 4. when elected; 5. term; 6. salaries; 7. two duties.

Direction II. — Add to your report the names of other township officers not mentioned in the chapter.

The importance of the problems. The preceding paragraphs must have impressed you with the fact that the work of the county and township officials differs greatly in different states. It may even vary within a given state. In order, therefore, that you may understand your own local practices, you should make careful preparation of the problems at the close of this chapter. In the problems you and your associates are given an opportunity to gather facts for a chapter on your own county or township government.

Testing What You Have Read

1. In most of the South the smallest division of the state that is a unit of local government is ————————.
In the East this unit is ————————.
In the Middle West it is ————————.
(town — county — township)

Complete each sentence with the correct word from the parenthesis.

2. What are the unsatisfactory results in government when a city grows so that it covers the greater part of the county?

3. What is the outstanding difference between the county government and the governments of cities and states?

4. How do the county supervisors receive their appointments? What are their duties and powers?

5. List in your notebook the chief officials of a county and state and the outstanding duties of each.

6. What is being done in some sections of the country to remedy the inefficiency of county government? What have California and Maryland done?

7. Name your leading township officials and give the chief duty of each.

Using Your Class Library

Dunn — *Community Civics and Rural Life*
I — 395–406
II — 406–418

Hill — *Community Life and Civic Problems*
III — 433–441

Lyon — *Making a Living*
IV — 436–439

Woodburn and Moran — *The American Community*
V — 58–65
*VI — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Five. *Purpose.* — To list the services rendered by the county to individual citizens.

Direction. — Through an interview with some business man or through your readings in the state civics or county manual, list the types of business which might take a citizen to the county court house. Report as follows:

1. to register a deed

* **Problem Six.** *Purpose.* — To consider needed changes in county government.

Direction. — Read brief accounts of the commission form or the manager plan of county government in your selected library or in the various civics texts, encyclopedias, or magazines, and prepare one of the two following assignments:

List at least four arguments for the commission plan of government for counties. List at least two arguments

against the commission form of government as compared with the older type.

List three arguments in favor of the manager plan of government for counties. List arguments against the manager form of government.

* **Problem Seven.** *Purpose.* — To consider the fee system as a means of compensating county and township officials.

Explanation. — It is the practice in some localities to pay the county or township officers in proportion to the fees which they collect.

Direction I. — List those paid by fees in your county and township. Procure the information from the county directory or through interviews.

Direction II. — Do you favor this method? Why?

* **Problem Eight.** *Purpose.* — To define the duties of local officers in matters of taxation.

Explanation. — One of the most important duties of local government is that of taxation. There are about as many different plans for levying and collecting local taxes as there are states. This is due to the fact that each state is free to frame its own plans for taxation.

Direction. — A committee of the class should be appointed to place on the blackboard a report on the duties of local officials in matters of taxation. The committee may secure information from textbooks in state civics, or through an interview with a local officer of taxation of the county, city, village, or township. In some cases it may be possible to invite a present or former public official to discuss these questions before the class. You are to answer the following questions.

1. What local official determines the valuation of property for the purpose of taxation? By whom is the officer selected? For what term?

2. What official or group of officials determines the rate of taxation for your local community?
3. By what official or group of officials is the valuation of property for county taxation determined? The rate of county taxes?
4. Is there a county board of equalization within the county with power to raise or lower the property valuation of the property units of taxation? If so, give a brief account of its composition, duties, and powers.
5. By what official or group of officials are the state taxes levied? Collected?
6. Is there a state board or state bureau with power to raise or lower the valuation of property as set by local boards or officers? If so, give a brief account of its work.
7. Are there any other local officials not mentioned under the previous questions that have duties to perform in the levying or collecting of taxes in your community?

* **Problem Nine.** *Purpose.* — To investigate the truth of certain criticisms of county government.

Explanation. — The following criticisms of county government are quite commonly made by students of the theory of good government.

Direction. — A committee should interview a county official and get his opinion as to the truth of the following criticisms:

1. There is no responsible "head" in the county, no centralized authority.
2. The county government is represented by a board of supervisors of from twenty-four to forty-eight or more in number, meeting from two to four times a year. This body is too large to meet often enough and to do business efficiently.

3. The county officers are elected by vote of the people and are not responsible to the supervisors.
4. There is often no requirement in the county for centralized purchases or competitive bids.
5. There is often no one whose duty it is to really audit the bills of the county officials.
6. County government, so-called, is not county self-government at all, but simply state government of counties.

CHAPTER XXV

PUBLIC ELECTIONS AND POLITICAL PARTIES

The purpose of public elections. In a democracy it is necessary to hold elections to select certain citizens to fill positions in the government. The candidates for the important governmental positions are likely to differ in their opinions as to the best way to solve the various problems of government. Hence in an election we usually make a choice among possible policies. In some elections the voters are also expected to vote on questions of raising money to build highways, erect school buildings, or provide other public improvements.

The changing of certain laws, the amending of the state constitution, and numerous other matters are now referred to voters in certain states. It is thus clearly seen that public elections are very important, because the voters have the opportunity and the responsibility to decide many questions affecting the welfare of all. It is because of this importance that every good citizen should consider it a sacred duty to vote at all public elections.

The qualifications of voters. With two exceptions, to be noted later, the qualifications of voters are defined by the different states. As a result a person may be qualified to vote in one state; but, with the same qualifications, he would be ineligible to vote in a neighboring state. The qualifications of the voters of any state may be learned through an examination of the constitution and the laws of that state. These laws usually provide an age requirement, a residence

requirement, and in some states they include an educational qualification or a property qualification.

In the main, any citizen of the United States who is twenty-one years of age and a resident of the state in which he lives may vote. Some states permit aliens to vote who have declared their intention of becoming citizens. The length of time of residence required for voting varies from state to state. Some states require a few months, while others require six months or a year. Most states require residence in the township, ward, or voting precinct, in which the individual lives, of from six to thirty days. Some states will not allow a person unable to read to vote. A few states restrict the right to vote on certain questions to taxpayers.

The two exceptions to the complete control of voting by the states are found in Articles XV and XIX of the national Constitution. Article XV provides that "the rights of citizens of the United States to vote shall not be denied or abridged by the United States or by any state on account of race, color, or previous condition of servitude." Article XIX of the federal Constitution provides that the "rights of citizens of the United States to vote shall not be denied or abridged by the United States or any state on account of sex." This amendment was passed in 1920, and gave women the same rights in voting as men.

* **Problem One.** *Purpose.* — To find out who are qualified to vote in your community.

Direction. — After consulting textbooks in state civics, the state manual, and the state constitution, answer the following questions:

1. What are the qualifications for voting at an election of state officials as to age? residence? registration? citizenship? education? property?

2. Are the qualifications for a voter at a school election the same as for a voter at a state election? If not, how do they differ?

The registration of voters. Most of the states require registration of those who desire to vote. The registration law usually requires the applicant for registration to give his name, the precinct or ward in which he lives, and his street address in cities. In order to register, one must, before a certain date prior to an election, go before registration officials and give his name and residence and declare that he is eligible to vote. These officials then make up the lists of qualified voters of a given voting district. These lists are open to the public and dishonest registration is carefully investigated. Under a system of honest registration of voters the dishonest practice of voting in more than one district is prevented. This plan of registration also prevents unqualified persons from voting.

The times of election. The times of election are not the same in all of the states because the states are free to determine election days for their state and local elections. The first Tuesday after the first Monday in November of each even year that is exactly divisible by four is the legal day for the election of the President of the United States. This is called the *presidential election.* In most of the states the United States senators and members of the national House of Representatives, as well as the various state officials, are elected on the same day.

Local governments usually hold their elections at some other time of the year than that set for national and state elections. They are placed at some other time because it is quite generally believed that party politics of a state or national character should not enter into local affairs. It is also feared that, when all three units of government elect

officials on the same day, local affairs will be neglected. But elections are also very expensive. Because of this expense there is a tendency to have fewer elections and to decrease the number of times that a voter must go to the polls.

The ballot. The ballot generally used in the United States is known as the *modified Australian ballot.* It is a secret ballot in that the voter marks and folds his ballot in a booth which he occupies alone, and then deposits it without anyone's knowing how he votes. The names of all candidates to be voted for are printed on the ballot. Another characteristic of the Australian ballot, as used in the United States, is that it is printed by the county, city, or state. In many places voting machines are used. These machines are so constructed as to insure the same secrecy as the original Australian ballot.

Before the secret ballot was used, votes were often given orally. The voter went to the polls and stated to the officials in charge of the election his choice of candidates, which was recorded in an open book. The chief objection to this form of voting came from the influence which politicians and other groups sometimes brought to bear on voters. The votes of the employees of large corporations or of cities were then often controlled by the desire of officials or employers to dictate the election. This type of voting often led to bribery. The ignorant voter was often willing to sell his vote, or he was influenced by politicians who stood on or just outside of the premises of the polls for the purpose of obtaining votes for their candidates.

The Australian ballot, which provides for printing the names of candidates on the ballot and for secret voting, does away to a great degree with bribery and dishonesty at the polls. It is no longer safe for politicians to spend money to purchase votes, as the individual who is dishonest enough to

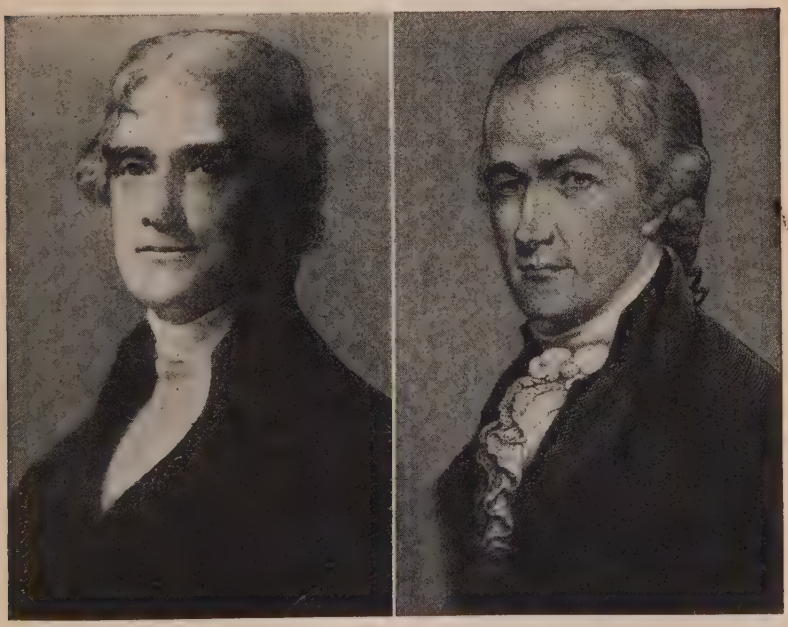
sell his vote may sell it more than once, or to the highest bidder. The honest voter can no longer be forced to vote against his will by his employer or by a political group.

The method of voting. It is not difficult to vote, as the directions are clear and definite. Voting has become quite simple for anyone who can read directions. In some states the voter uses a party ticket in state and national elections. He may elect to vote for the entire party; in that case voting is quickly done, as he has only to place a × in the circle above his party list at the top of the ballot. He may elect to vote a split ticket; that is, he votes for some candidates in each of the parties. In that case he must place an × by the names of the individuals for whom he is voting.

In addition to the party list of candidates, the voter is often required to vote on constitutional amendments and special issues which are sometimes printed on the same ballot. In some states the ballot used at the national election is from five to eight feet in length. Such a ballot is known as the *long ballot.*

The short ballot. In contrast to the long ballot, the *short ballot* is used in many states. Under the short ballot few officers are elected, all other officials being appointed by the few elected ones. The advocates of the short ballot declare that the large number of party candidates for a score or more of offices makes it extremely difficult for the average citizen to vote intelligently. In places where the short ballot is used, many officials formerly elected by the voters are appointed by the governor of the state or by the mayor or council in the cities. The council-mayor and city-manager types of government have assisted in reducing the length of the ballot, as these forms of local government provide for many appointive oficials. The tendency to shorten the ballot is known as the *short-ballot movement.*

Political parties. Political parties have always been important factors in public elections in the United States. Hence, political organizations have played a very important part in both national and state affairs since the beginning of our government. We have found that political parties



Thomas Jefferson and Alexander Hamilton

They were the leaders of our first two political parties and their opinions on government are frequently quoted to-day. What were those parties and what did they stand for?

furnish one of the best means of presenting a program of issues and a roll of candidates for the guidance of the great mass of voters. We have always had at least two national political parties, and at the present time there are more than two.

The success of the governments of the national, state, and local communities depends to a large degree upon the character of the men and women whom the voters select for office. Voters usually find it convenient to associate themselves with some one of the well-organized political groups as an effective way of expressing their wishes. Each year new issues come before the American people. Party differences of opinion are brought to the attention of the voters through the daily newspapers, magazines, speakers, and various community organizations.

When an issue is of sufficient interest to a large number of citizens, the political parties include some definite stand with respect to it in their program, and it becomes a *political issue*. For example, the tariff has been an issue between the Republican and the Democratic parties for many years. The question of the League of Nations was an issue between the Republican party and the Democratic party in 1920. A complete program of such issues is called the *platform* of the party. Each one of the issues is called a *plank* in the platform.

In addition to the Democratic party and the Republican party, we have the Socialist party, and the Prohibition party and, from time to time, various other parties. The present Democratic party was founded by Thomas Jefferson. The present Republican party elected its first president in 1860, when Abraham Lincoln was chosen.

Any individual who desires to hold public office in the state or nation seeks election through the aid of his party and its platform. Some few states have attempted to select their public officials on a nonpartisan basis, but except in one or two states, this idea has had little success. However, voters often ignore party lines if they personally approve of some individual officeholder, especially in the

case of court judges or school superintendents, for their services are nonpartisan. In many of the states the nonpartisan system has been very successful in local government. In state and national elections the party system is now generally accepted as the best method of choosing candidates and of electing officers.

The direct primary. Until a few years ago most nominations for elective officials were placed on the ballot by party conventions. When the citizens in a village, city, or state desired to choose their public officials at a regular election, the party leaders selected from the various precincts or voting units the leading members of the party. This group met in what was known as a party convention and nominated their candidates. On election day the ballot which had been prepared contained the names, under the party head, of the candidates selected by each of the parties. In this way a political party in the city nominated candidates for city offices; through the county convention it nominated candidates for county offices; and through the state convention it nominated candidates for state offices.

The national political parties, through their national conventions, still select candidates for president and vice-president.

Under such a system the party leaders and party groups nominate their candidates and determine the issues to be presented to the people of the community, state, and nation.

During recent years, what is known as the *direct primary* has been substituted in many states for the caucus and the convention in the selection of the local and the state officials. Under the primary system anyone desiring to become a candidate for a public office circulates, either personally or through his friends, a petition to be placed on the ballot. If the proper number of signers is obtained as required by

law, the petition is filed with the clerk of the town, city, or state in which the signatures are obtained. After the petitions have been reviewed by the proper officials of the community or the state, the names are printed on a party ballot. The direct-primary method has not generally been applied to national elections.

In some states each party has its own primary ballot and the voter must declare his party in requesting a ballot. The person receiving the largest number of votes at the primary becomes the nominee for his party at the regular election. The chief advantage of the direct primary over the convention is that the nomination of candidates is taken from the small group and placed with all the people. The objection sometimes made to the primary is that it leaves the field of candidates so wide that one must spend a good deal of time and money campaigning and becoming sufficiently acquainted so that many people will vote for him. It is also held that inferior candidates are often selected when so wide a choice is possible. The advocates of the older system claim that the party leaders in the nominating conventions generally selected strong men to represent them in order to assure a victory in the election.

Political campaigns. After the parties have formed their platforms and selected their candidates, the campaign for election begins. Each candidate interprets his platform and expresses himself on the various public issues outlined in the platform, either through the public press, over the radio, or directly to audiences of voters. Newspapers usually publish the statements of the various candidates and through news items and editorials give the principles for which the candidate and his party stand. Newspaper editorials also often urge the people to vote either for or against a certain candidate. Many prominent persons express their preferences in

the same ways. This whole procedure is known as a *campaign.*

Early in our history, for example, in the campaign of 1840, and again in the campaign of 1860, when Abraham Lincoln was elected, the candidates and their representatives traveled from place to place making speeches to large and small groups. During the past few years it has become quite the custom for candidates for President to present their platforms directly to the people. In various states the candidates for state offices tour the state and through their campaign speeches reach most of the people in the various counties and cities of the state. In local communities the candidates for public office are easily able to speak directly to the citizens of their territory.

Problem Two. *Purpose.* — To study a case where unfairness and prejudice are evident.

Direction. — Read the following account with care and write answers in your notebook to the questions that follow:

An election was held in a city of 10,000 at which the principal contest was between the two candidates for mayor. Mr. Brown, who was the candidate of the Republican party, was cashier of one of the banks. He was very prominent in one of the local churches and had taken an active interest in the work of the Boy Scouts. He had served for several years as the treasurer of the city. Mr. White, who was the candidate on the Democratic ticket, was a prominent physician. He was not a member of a church, but was very much interested in the work of the local Y. M. C. A. He was also a very active member of the City Golf Club and other similar organizations. He had never held any public office. At the time of the election eight voters were asked to state the reasons for their choice, and the replies were as follows:

Mr. A. — "I voted for Mr. Brown. I do not believe that doctors have any business holding public office."

Mr. B. — "I voted for Dr. White because this is the year we elect the President and I intend to vote the Democratic ticket.

It may help a little in the national election to have a Democratic mayor."

Mrs. C. — "I voted for Mr. Brown, as I do not believe that a man who can belong to social clubs needs the salary of a public office."

Mr. D. — "I voted for Dr. White as the members of Mr. Brown's church hold too many offices in this town."

Miss E. — "I voted for Mr. Brown because I think that the mayor should be a member of my own church."

Mr. F. — "I voted for Dr. White because he is more energetic, better informed, and more interested in the welfare of the town. He has also more time to give to the office."

Mr. G. — "I voted for Mr. Brown because he was a candidate of the Republican party. I have never voted for a Democrat and never intend to. My father was one of the charter members of the Republican party."

Mr. H. — "I am going to vote for Mr. Brown because he has had experience in public office. I am a Democrat, but I do not wish to vote a party ticket in a city election. I do not think that Mr. Brown is as friendly as Dr. White, but I believe that he is more businesslike. I believe also that he would be more economical in his administration of the city government."

Questions —

(1) Which one of the voters impresses you as being fair-minded? (2) Which one of the voters impresses you as being the most prejudiced? (3) List the different prejudices exhibited by the voters. (4) On what facts should the voters in this city have made their choice for the office of mayor? Make a list of them.

Unfairness in politics. Many times voters forget the real local, state, and national issues because of their intense devotion to a political party. This is illustrated by the following incident. Two men were reading an account in a newspaper of a meeting of the State Convention of the Democratic party. "Idiotic proceedings!" declared one man. "The Democratic party is a disgrace to the state and should

be disbanded." "On the contrary," said the second reader, "the Democratic party is the party of idealists, whereas the Republican party is full of shysters, windbags, and money grabbers. There is not an honest man in the Republican party." It is not difficult to know the politics of each of the two men.

It is doubtful if either of them realized that he was prejudiced in his opinion because of the rivalry between the two political parties. Each one finds it difficult to read the news in the paper without coloring it with his own prejudices. Each may be fair-minded in judging the facts on many questions, but both of them are prejudiced in matters of politics. It is this kind of prejudice that causes some men to vote for candidates unfit for public offices simply because their names appear on their party ticket. It is conceded that political parties are of great value, but some people find it difficult to be fair in judging the candidates or the issues presented by the party that is in opposition to their own. In politics, as well as in business, we need to cultivate fair-mindedness.

Honest elections. The newspapers make frequent mention of dishonest practices in elections. In some elections voters are paid to cast their ballots for certain candidates. In other elections the ballots are not counted honestly and qualified voters are denied the right to vote. The practice of allowing dishonest voters to cast more than one vote is followed in some cases. Another practice is the bribing of influential leaders, in this way influencing their followers, to support certain candidates.

All of these practices are dishonest and lead to corruption in government. Every good citizen should seek to keep our elections free from fraud and dishonesty. One of the greatest dangers to representative government is the dishonest

election in which bribery, fraud, and violence prevent an honest expression of the wishes of the voters.

Methods of direct legislation. In recent years a general dissatisfaction with the acts of public officials has developed.

Photo by Ewing Galloway

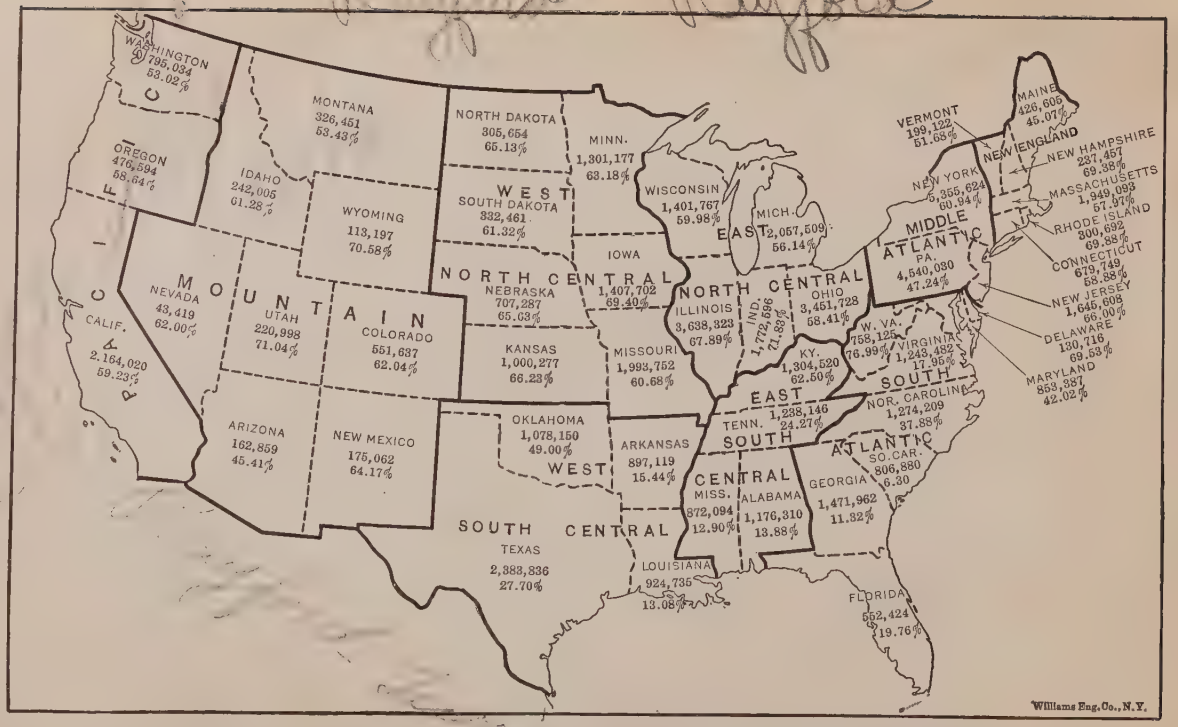
Voting with the voting machine

The eight keys pulled down indicate eight candidates voted for. As the voter leaves the booth he closes the machine by pulling a lever and his entire vote is automatically registered. What are the advantages or disadvantages of the voting machine?

Out of this general dissatisfaction have appeared new methods of making laws and of directing officials. The more common of these new methods, that have been adopted in some states, are the *initiative*, *referendum*, and *recall*. If the legislature fails to enact laws desired by the voters, then the voters may do so themselves by means of the *initiative*. Under this method a certain percentage of the voters express their desires by signing a petition to have the decision on certain laws made by popular ballot. The issue is then referred to a vote of the people at an election. If the legislature enacts bad laws, the voters may, by petition, require that the law be referred in the same way to the people. This referring of a law back to the people is called the *referendum*. Again, if a public official does not perform his duty, the voters may petition for his removal from office. This is known as the *recall*. Under the recall, the people may dismiss an official from office, for he is forced again to become a competing candidate at a special election before his term of office expires. The result of the election determines whether he will serve the balance of his term or be replaced by his opponent.

The neglect of voting. Throughout the nation there has been a general neglect on the part of voters to perform their greatest civic duty by going to the polls at every primary and regular election. This neglect is believed by many to be due to the unwillingness of some voters to take the trouble to go to the polls — an unfortunate kind of selfishness. It is doubtless true that some citizens are unwilling to give an hour of their time on election day to the government. Such an attitude is unpatriotic.

It has been proposed that citizens be fined for failure without good cause to vote at an election. It is doubtful whether such a practice would help. It has also been sug-



Number of eligible voters of each state in 1924 and the percentage of those voting

Which state had the best record? Which state had the poorest record? How did your state compare with these? How do you explain its rank?

gested that anyone needlessly failing to vote at a certain number of elections be disqualified for future elections. That, too, is a doubtful cure. The best way to remedy this neglect of voting is to impress upon every citizen the necessity of thinking less about his individual interest and more about the public interest on election day.

Problem Three. *Purpose.* — To analyze the proper attitude toward the ballot and public officials.

Situation. — Mrs. Jones says: "I have not registered and I guess I will not, as one vote will not make any difference, and it is a lot of trouble to go to the City Hall and stand in line to register. One set of public officials is just as bad as another, and I may as well spend the afternoon at the movies instead of voting."

Direction. — Answer the following questions in your notebook:

1. Would the vote of Mrs. Jones count?
2. Write out what you think might happen if several hundred citizens in a community felt as Mrs. Jones did.
3. How could Mrs. Jones and others who act as she does on election day prevent officials of the kind described by Mrs. Jones from being elected?

How to become an intelligent voter. The success of our government depends on the willingness of its citizens to go to the polls and cast their votes in an honest and intelligent manner. The good citizen will always vote for those things which are for the general welfare. He will also vote for those candidates who are best qualified to represent him in office and who are willing to work for the public interest. He will always vote against those things which are not for the good of the community, the state, or the nation.

Each voter must learn to cast his ballot in three different

capacities: as a citizen of his local community; as a citizen of the state; and as a citizen of the United States. Pupils in school are young citizens of the United States and in the course of a few years will be electing the public officials. Some of you will hold these offices. Even though you have not the vote at present, within a few years you will be old enough to vote. It is well to get ready to perform that public duty while in school.

It is very important that public officials with the proper qualifications be chosen if we are to have the kind of government that we all want. There is no reason why you should not discuss public issues and candidates in your classes as well as in your homes. You hear them discussed in your home, and if you read the newspapers and get acquainted with the issues, you will be prepared to discuss them with your parents. In dealing with public issues, every effort should be made to become acquainted with the arguments for and against the measure under consideration. Always recognize the rights and respect the opinions of all those with whom you are discussing the issues or candidates, whether you agree with them or not. One of the best ways to become informed in public matters is to be open-minded and allow those who disagree with you to express themselves.

In dealing with candidates and in making your final choice, it is well to be guided by answers to the following questions: 1. What are the duties assigned to the office in question? 2. What qualifications should the candidate possess who aspires to fill that particular office? 3. Which of the available candidates is the best fitted for the place?

In dealing with issues one should consider such questions as the following: 1. What is the purpose of the measure? 2. What will be its effect on the community as a whole?

3. Does it initiate a policy that is safe and that will always be safe in the future?

If all citizens voted on election day, and if they were guided by the standards suggested, there would be little need of criticizing men in public office. If public men were judged on such standards, they would be more willing to hold office and to serve over a longer period of years.

Testing What You Have Read

1. What makes elections important?
2. What two exceptions are there to the complete control of voting by the states?
3. Why are voters required to register?
4. Why is it a good plan not to have local elections at the same time as presidential elections?
5. Explain the modified *Australian ballot* and show why it is an improvement over the former ballot.
6. What is the *short ballot?* What types of government are best able to use it?
7. Explain the following terms: *political party, platform, plank.*
8. What are the advantages of the *direct primary* over *caucuses* and *conventions?* Are there any disadvantages? If so, what?
9. Should one be so prejudiced in favor of a party that he can see no good in the opposing party or its representative? Why?
10. Define *initiative, referendum,* and *recall.*
11. Is it wrong for a qualified voter to neglect to vote?
12. List in your notebook some of the ways to become an intelligent voter.

Using Your Class Library

Broome and Adams — *Conduct and Citizenship*
I — 345–362
II — 364–372

Dunn — *Community Civics and Rural Life*
III — 376–384
IV — 384–393

Hill — *Community Life and Civic Problems*
V — 506–519
VI — 519–526

Lyon — *Making a Living*
VII — 442–450
VIII — 450–458

Parsons—*Land of Fair Play*
IX — 127–141

Ross — *Civic Sociology*
X — 240–248
XI — 312–319
XII — 335–339

Woodburn and Moran — *The American Community*
XIII — 349–364
XIV — 383–393
*XV — Textbook in civics for your own state. Consult the index on the subject as well as the principal topics of the chapter.

Other Problems to Be Solved

Problem Four. *Purpose.* — To investigate the method by which the President and Vice-president of the United States are elected.

Direction. — Read what the Constitution of the United States says on the election of the President and Vice-president of the United States. Note Amendment XII. Summarize in your notebook the steps in the process of the election of the President and Vice-president.

* **Problem Five.** *Purpose.* — To learn to judge fairly and carefully the public issues discussed during a presidential campaign.

Direction I. — Read the platform of any two of the national parties at the last election, as given in such reference books as the World Almanac or the publications of the different political parties, and list in your notebook three issues on which they agree.

Direction II. — List in your notebook the issues on which they disagree and compare their views.

* **Problem Six.** *Purpose.* — To learn to conduct an election in accordance with the procedure followed in the regular elections.

Assignment. — At the time of a national, state, or local election read and discuss the public issues as well as the qualifications of public officials desiring to be elected to public office. The Constitution of the United States, the state constitution, the city and village charter, and the newspapers will provide all necessary information for the carrying out of the election.

Directions. — A committee of the class should erect a booth or voting place in the classroom. Some member of the class should serve as director of the election and select election officials. Another member of the class should secure printed ballots, if they can be provided, either through the printing shops of the school or by obtaining sample ballots from the city officials.

On election day each pupil in the class, perhaps in the

entire school, may be given an opportunity to vote on the various issues and candidates of the regular election.

The teacher should act as the critic of the election proceedings and should give a brief report on successes and failures in conducting the regular school election. In making

A school election

These pupils are using the regular public election ballots. What are some of the things they may learn in such an exercise? Should these elections be conducted according to the rules of public elections?

out this report, the teacher should consider the regular rules and regulations governing election officials. In conducting school elections apply all rules of qualification, except age.

Direction II. — A committee may be selected to record and place on the blackboard the results of the school election.

* **Problem Seven.** *Purpose.* — To learn the proper qualifications of public officials.

Direction. — During the local election read the local papers for a statement of the qualifications of the candidates for mayor and of what each stands for.

1. Make a list in your notebook of the things each candidate promises to do, if elected.
2. Make a list in your notebook of points or issues in which the candidates differ.

Problem Eight. *Purpose.* — To discover the arguments for and against primary elections.

Direction. — Read the paragraphs in your texts in American history and civics and in the articles in the encyclopedias on primary elections.

1. List in your notebook four arguments in favor of primary elections.
2. List arguments against primary elections.

CHAPTER XXVI

AMERICAN IDEALS AND TRADITIONS

What are ideals? Your personal ideals are the hopes, beliefs, and aspirations of your better selves; they are the best goals you strive for. The ideals of our country are the hopes and aspirations expressed by the most devoted and heroic of our citizens. Our American ideals are a part of our heritage as citizens. They have come to us as a result of the sincere efforts of our fathers and forefathers. They have been developed through the unselfish service and devotion of men and women in all the periods of our history. They are the principles that actuate all our citizens at their best. Among the chief American ideals are those of reverence, freedom, toleration, loyalty, peace, and service. The ideals of our country are expressed in our songs, our poetry, the writings of our leaders, and especially in the *lives* of the thousands of men and women who have made real sacrifices for our country.

Problem One. *Purpose.* — To find the ideals expressed in some of the songs of our country.

Direction I. — Make a study of the verses of two of the following songs: "America," "The Star-Spangled Banner," "America, the Beautiful," "The Red, White, and Blue," or your own state's song. Quote those lines that express an ideal of our country.

Direction II. — A committee of the class should be named to place on the blackboard the quotations from the different songs classified under different ideals.

Our ideal of liberty and democracy. The story of our country is the story of the building of a democracy in a republic. Such a democracy had never before been conceived. We owe the success of our great republic in a large measure to the fundamental ideals which our forefathers expressed in the Declaration of Independence and the Constitution of the United States. These ideals have been persistently emphasized by our great American leaders. We are proud of these ideals, and we respect the men who have kept them before the citizens of the United States.

The great seal of the United States

For what purposes is the great seal used?

In the Declaration of Independence, written by Thomas Jefferson and his associates, we read these words: "We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable rights, that among these are life, liberty, and the pursuit of happiness. That to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed." Such a conception of liberty had never before been written into a governmental document. Repeat this part of the Declaration of Independence.

The Preamble of the Constitution of the United States sets forth certain other ideals of liberty and democracy:

"We, the people of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquillity, provide for the common defense, promote the

general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this *Constitution* for the United States of America."

Repeat this Preamble. Give the meaning of it.

Our ideals of law. In the chapter on Law and Law Observance the attitude toward law and our ideals of justice was discussed. Abraham Lincoln has ably expressed a splendid ideal of respect for law in the following quotation from one of his speeches: "Let every American, every lover of liberty, every well-wisher to his posterity swear by the blood of the Revolution never to violate in the least particular the laws of the country, and never to tolerate their violation by others. As the patriots of seventy-six did to the support of the Declaration of Independence, so to the support of the Constitution and laws let every American pledge his life, his liberty, and his sacred honor." This would be a good time for you to reread the Chapter on Law and Law Observance and review your notes on the problems.

Our ideals of toleration. The American ideal of toleration has been set forth in the following quotation from Theodore Roosevelt: "We Americans can only do our allotted task well if we face it steadily and bravely, seeing but not fearing the dangers. Above all, we must stand shoulder to shoulder, not asking as to the ancestry or creed of our comrades, but only demanding that they be in truth Americans, and that we all work together, heart, hand, and head, for the honor and the greatness of our common country."

Our ideals of world relationships. In his farewell address as President of the United States, Washington warned the people of this country to beware of becoming mixed in the affairs of other countries, especially of Europe. At that time we were so far removed from Europe, due to the geo-

graphical position of the United States and slow means of transportation, that we were not in close touch with the affairs of the world at large. Since 1789 great changes have taken place in communication and transportation. Many inventions, together with the use of steam and electricity, have led to the development of such rapid means of communication and transportation that we now feel that the

Photo by Ewing Galloway

The Pan-American Union Building

This is one of the most beautiful public buildings in the world and was erected at a cost of $1,000,000 by Andrew Carnegie and the twenty-one American nations.

world is relatively small. We no longer think of confining our interests to the affairs of the United States.

Even if we wished to keep entirely to ourselves, we should not be able to do so. Many people thought that we should not become involved in the World War. We did keep out of it for the first three years. Finally, we took the side of

the Allies because we felt that right and the interests of the world demanded our participation. Just as no man in a community should say: "It is none of my business if my neighbors are sick, in want, or quarrelsome," so it is no longer possible for any civilized nation to say the same

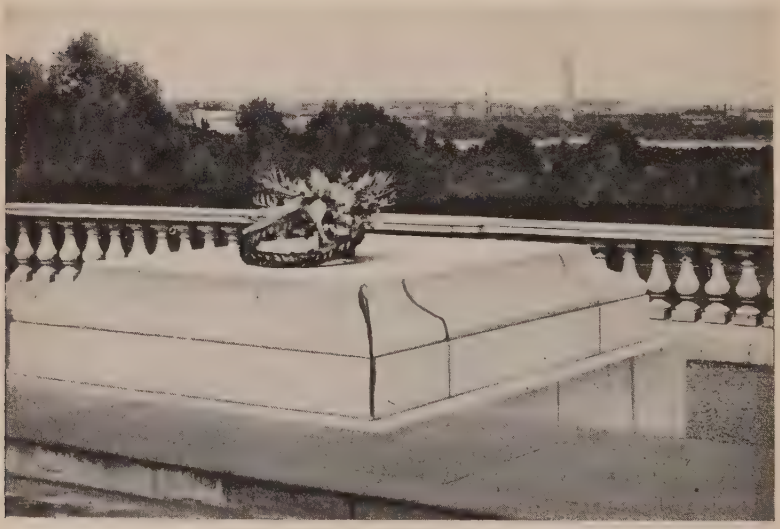


Photo from Brown Bros.

Tomb of the unknown soldier

This sacred memorial in Arlington National Cemetery is a tribute to the soldiers and sailors who lost their lives in the World War. The body of an unidentified soldier, killed during the war, was brought from France in November, 1921, by General Pershing and buried here.

thing. Commerce and communication have made the people of the world very greatly dependent upon one another, as was emphasized in the first chapter of this book.

The League of Nations and world relations. The League of Nations is intended to prevent wars and to settle international questions by bringing together representatives of the various countries during times of peace. The League

meets at Geneva and aims to bring about a settlement of disputes between nations.

Woodrow Wilson's ideal of the League of Nations is expressed in the following words: "I wish it were possible for us to act somewhat like some of my very stern ancestors, for among my ancestors were those very determined persons who were known as the Covenanters. I wish we could, not for Great Britain and the United States, but for France, for Italy, and the world, enter into a great league and covenant declaring ourselves together for the maintenance of the triumph of right."

The United States, and several other nations as well, have not yet become members of the League of Nations. We have, however, shown our desire to unite with other nations to promote peace between countries. Each year thousands of Americans visit foreign countries. Our exports to Europe are greater than to all the rest of the world. The American farmer and manufacturer depend on the markets of Europe to sell their surplus products. Prosperity depends upon the mutually peaceful and harmonious relationship established between all countries. Any agency which is established to promote peace is in harmony with American ideals.

Our ideals as defined by great leaders. One of the best ways to learn of the ideals of our country is through reading the biographies of some of our great leaders and the study of their writings and public addresses. We find that Washington said: "Citizens, by birth or choice, of a common country that has a right to concentrate your affections: The name of America, which belongs to you in your national capacity, must always exalt the just pride of patriotism. Respect for the authority of this government, compliance with its laws, acquiescence in its measures, are duties enjoined by the fundamental maxims of true liberty."

Roosevelt has given us a clear-cut and vigorous definition of certain ideals that we should constantly keep in mind. On one occasion he said: "We believe in pure democracy. With Lincoln we hold that this country, with its institutions, belongs to the people who inhabit it. Whenever they shall grow weary of the existing government, they can exercise their constitutional right of amending it. We believe that the people have the right, the power, and the duty to protect themselves and their own welfare; that human rights are supreme over all other rights; that wealth should be the servant, not the master, of the people. We believe that unless representative government does absolutely represent the people, it is not representative government at all. We test the worth of all men and all measures by asking how they contribute to the welfare of the men, women, and children of whom this nation is composed."

Oct. 27, 1858. *Theodore Roosevelt* *Jan. 6, 1919.*

THE ROOSEVELT CREED

I believe in honesty, sincerity and the square deal, in making up one's mind to do — and doing it.

I believe in fearing God and taking one's own part.

I believe in hitting the line hard when you are right.

I believe in speaking softly and carrying a big stick.

I believe in hard work and honest sport.

I believe in a sane mind in a sound body.

I believe we have room for but one soul loyalty, and that is loyalty to the American people.

Roosevelt's Creed. This creed, if generally accepted and practiced, will assure our country's success and permanence

Woodrow Wilson, our World War president, said in an address accepting the memorial building over the birthplace of Lincoln: "The commands of democracy are as imperative

as its privileges and opportunities are wide and generous. Its compulsion is upon us. It will be great and lift a great light for the guidance of the nations only if we are great and carry that light for the guidance of our feet.

"We are not worthy to stand here unless we ourselves be in deed and in truth real democrats and servants of mankind, ready to give our very lives for the freedom and justice and spiritual exaltation of the great nation which shelters and nurtures us."

Problem Two. *Purpose.* — To study American ideals through definitions given by American leaders.

Direction I. — Secure two or more short quotations from the writings of our leaders on such subjects as "peace," "patriotism," "respect for law," "toleration," "liberty," "coöperation," and "democracy."

Consult your textbook in American history, the dictionary of quotations, and other reference books in your home and school library.

Direction II. — Under each quotation write your understanding of its meaning.

Our ideals of patriotism. Love of country is a sentiment common to all peoples of all ages. The early Greeks and Romans were willing to sacrifice their lives and their property in the defense of their country. The stories of the loyalty of the Swiss to their country are a part of our best literature. The stories of the patriotic sacrifices of our own countrymen fill many volumes. These stories of patriotism include not only the splendid services of men and women during the stress of war, but the work of unselfish leaders and of humble citizens during times of peace. There have been thousands of men and women in our country who have expressed by their actions the sentiment of Nathan Hale: "I only regret that I have but one life to lose for my country."

You should give of your time, money, and effort not only for the performance of the varied prescribed duties of a good citizen, but for the realization of our best ideals. Your generation should enrich the present set of American ideals by seeking to attain even higher ideals.

Testing What You Have Read

1. List six ideals discussed in this chapter.
2. What two quotations are given which show our ideals of liberty and democracy?
3. Express in a sentence what Lincoln says should be the attitude of every American toward law and law observance.
4. What does Theodore Roosevelt say should be two outstanding demands to be made of our patriots?
5. Why should more extensive commerce and easier and quicker means of communication than in Washington's time change our attitude toward world relations?
6. What is the purpose of the League of Nations?
7. How can one show patriotism in times of peace?
8. At the end of this chapter are quotations from Washington, Roosevelt, and Wilson. Below is the principal thought of each quotation. Tell which man each paragraph is the thought of.

(*a*) Democracy demands much of us as well as gives much to us. We must be ready to serve mankind and give our lives for the freedom and justice of our nation.

(*b*) Liberty can be obtained only by respecting the laws of one's country and by complying with those laws.

(*c*) The worth of all men who represent our government and of all laws should be tested by how much they contribute to the welfare of the men, women, and children who make up the nation.

APPENDIX

A—EFFECTIVE METHODS AND DEVICES FOR TEACHING CIVICS

The old *vs.* the new in methods. The subject of civics is not one to be taught by the traditional "reciting-to-the-teacher" method of instruction, with emphasis on parrotlike recitations. It should be taught as a subject in which real problems, actual investigations, and live discussions of public questions are stressed. Because it is important to teach civics in this way, this book has been organized so that it may be readily adapted to a variety of methods.

In order to encourage the use of the discussion plan and the socialized recitation, provision is made for assignment of problems to small committees. The problems afford a way of applying the principles of the project method without requiring a project course in civics. In order to adapt this book to the Dalton Plan, the teacher may readily group the problems for special assignments.

In all these methods the authors recommend that they be supplemented by direct teaching on the part of the teacher. They believe that every teacher of training and experience has a positive contribution to make in the teaching of young people. Teachers are strongly advised to avoid too much emphasis on any one method of instruction and are urged to select the best from a number of methods.

Some specific methods of instruction. The amount of information possessed collectively by an ordinary class of pupils, twelve to fifteen years of age, is surprisingly large. It is, however, fragmentary, often inaccurate, and usually unorganized. It is, therefore, important to teach the pupils how to organize and test

their knowledge regarding community affairs. Among the things teachers may lead pupils to do are the following:

(1) contribute facts from their own experiences
(2) contribute other facts gathered by themselves
(3) use their own reasoning powers in forming conclusions
(4) submit these conclusions to the criticism of associates

The class period itself should consist chiefly of pupil discussions, teacher and pupil interpretations of records and statements, and the formulation of generalizations. So far as possible, visits to institutions that illustrate the operation of social relationships should be made by pupils and teachers, and the observations should be formulated in reports and discussed later in class. Pupils should be encouraged to bring to class many kinds of illustrative material, such as pictures, cartoons, postal cards, coins, museum collections, and personal souvenirs.

Learning through participation. The principle that pupils learn through their own activity is now generally accepted in education. Education is no longer considered as a pouring-in process. As a result pupils are no longer passive recipients of knowledge, but rather active coworkers in the classroom. It is generally conceded by teachers that when a pupil works out something for himself, he will remember it much longer than when he simply reads about it. It is, however, not easy to carry this belief into actual classroom teaching. The authors have attempted to help teachers in this matter by providing problems. The value and use of problems will be explained in Appendix B. Other ways of providing for participation are suggested in the succeeding paragraphs.

Excursions to civic points. In nearly every community there are opportunities for making profitable excursions to places in which the principles and facts taught in civics are illustrated. The teacher should arrange for excursions at such times as best fit in with the school program. Historical spots in the neighborhood, certain factories, the waterworks, the street-railway or electric-lighting power plants, the public offices, the newspaper-printing plant or the telephone exchange may be found to have value in a course in citizenship. Teachers should plan excursions with

great care in order to avoid wasting the time of the pupils as well as the time of those in charge of places visited.

Attendance at meetings of civic organizations. Pupils may secure much interesting information through attendance at meetings of local organizations such as the common council, political gatherings, fire-prevention rallies, and similar occasions. It is not advised, however, that teachers urge pupils to attend such meetings except in company with adults.

An organization of the class. Some teachers secure very good results by organizing the class section in civics as a parliamentary

A class in civics

group for class, school, and community work. Where this is followed it is a good plan to elect officers to serve short intervals of four to six weeks. The officers should be authorized to appoint committees to care for the various matters that are related to the purposes of the organization. Among the committees that are sometimes appointed are the following: bulletin board, class

scrapbook, class notebook, social service, room and school clean-up, etc.

Talks by adults. Informal talks before the class by adults who are responsible for the administration of some department of local government arouse the interest of the pupils in community civics. Among those who may be invited to appear before the class are members of the different divisions of the local government, such as the mayor, councilmen, fire chief, traffic policemen, traffic engineer, park commissioner, and commissioner of public works. In addition to local officers, talks before the class by individuals who have served or are serving the state or federal government in some capacity may add interest. In asking adults to appear before the class it is always advisable to give them a definite subject and to explain the kind of information that the class has on the subject. It frequently happens that outside speakers waste the time of a class period because of lack of direction concerning the interest that the class has in a certain topic. It is also desirable that the pupils be asked to make some preliminary preparation for the talk by the invited guest and to prepare a few important questions to ask the speaker.

A class scrapbook. The interest of the pupils in the critical examination of newspapers and magazines may be stimulated through the preparation of a class scrapbook. This scrapbook should contain the best of the clippings and pictures gathered by the members of the class. These clippings should be classified under headings corresponding to the main divisions of the different chapters. The preparation of the scrapbook may be assigned to a committee, or a special committee may be appointed to prepare the scrapbook for each of the chapters. When the scrapbook is completed, it should be placed on file in the library where it may be used by succeeding classes. When pupils understand that the scrapbook is to become a permanent possession of the library and that it may be consulted by them at a later time, their interest is intensified.

A class notebook. Some teachers may want to follow the plan of having each class section construct a class notebook. When

properly carried out, this type of exercise is a valuable teaching device. Such a book should contain the best solutions of all of the problems and exercises. The teacher or a committee of the class should select the best solution for each problem to be placed in the class notebook. Pupils possessing artistic ability may make drawings to illustrate the chapters and those interested in photography may furnish pictures. The class notebook may be filed in the school library or presented to the principal of the school for future classes. Much friendly competition between class sections may be developed by following the plan of writing a class notebook.

Civics bulletin board. Some teachers find a bulletin board very helpful in creating an interest in civic questions. This bulletin board should be as large as the classroom space or hall space will allow, and should be placed in a permanent position where all pupils of the school may see it. If a pupil in the civics class knows that his clipping may be posted on the bulletin board, he searches carefully to find interesting material. Since pictures teach more plainly than print, pupils should be encouraged to bring pictures and cartoons. The care of the bulletin board may be assigned to a class committee and the membership of the committee should be changed from time to time. This committee should place the best news items on the bulletin board in such a fashion as to display the most important ones to the best advantage. The committee should also insure that the valuable clippings are filed for future use or placed in the class scrapbook.

Recognition of individual differences. In every class section there are some pupils that cannot do more than the minimum of work, whereas there are always a few pupils that need the training to be secured from more exacting tasks and extensive study.

It should be noted that this book is so organized as to make it possible for teachers to assign work in terms of the abilities of pupils, and thus take care of individual capacities and group differences. The more difficult committee reports may be assigned to the more resourceful pupils. These more resourceful pupils may be asked to solve extra problems and present their reports for

the benefit of the group. The starred (*) readings and the more difficult plans of reporting the readings may also be assigned to the more advanced pupils.

The text is so planned as to provide for differentiation in assignments on the basis of ability. In schools where pupils are sectioned according to ability the following suggestions may prove helpful:

1. The slow section should take a minimum course consisting of:
   (*a*) the text of all the chapters, including the distributed, unstarred problems
   (*b*) the easier problems at the end of each chapter
   (*c*) the readings reported according to the first four plans as explained on page 495
2. The average group should take all of the chapters and all of the problems except those starred.
3. The fast group or the superior section should be assigned all of the chapters. They should be required to make more thorough preparation of the problems, especially the starred ones. Each pupil should read two or more of the references in the class library and be required to report according to the more difficult plans.

In schools where teachers provide for differentiation within the class, the same assignments should be made as are advised for sections of varying ability. The more advanced pupils should in general be urged or required to solve the starred problems and to read more than one of the more difficult references.

Training in habits of study. A teacher of civics has a wealth of opportunities to give training to pupils in habits of study. Among the rules to be emphasized are the following:[1]

(1) *Learn to do two kinds of reading*—Read rapidly when seeking to find major points or to make a survey of a lesson. Read cautiously and critically such material as problems, directions, explanations, and material that must be interpreted or mastered. Never read rapidly when you should read cautiously. Acquire the habit of analyzing confusing statements. To test the efficiency of your reading and to guard against "skimming" or "daydreaming"

[1] From *Study Helps* prepared by Edmonson and Goodrich.

pause at the end of paragraphs or natural units and seek to recall the gist of what you have read.

(2) *Avoid acquiring the habit of half mastery*—In committing material to memory learn it as a whole. Do not learn piecemeal. Keep going over the material until you have it "letter perfect." In learning rules, forms, poems, dates, vocabularies, etc., it is helpful to repeat them aloud, especially if you are expected to give them orally in class. (Teachers will explain the mistake of memorizing material that should be analyzed and understood.)

(3) *Hunt for key words, phrases, or sentences*—Master the full meaning of these. Write them on a slip of paper for later review.

(4) *Work independently*—Ask for help only after you have exhausted your own resources. Cultivate self-reliance, determination, and independence in work. Pride yourself on your ability to get your lesson alone.

(5) *Frame questions to test your preparation of a lesson*—Use these questions to measure your preparation before going to class.

(6) *Attempt to answer to yourself every question that is asked in class*—In this way review, test, and drill yourself on essential facts.

It is suggested that the teacher call attention of pupils to these *Study Helps* and thus help them to form profitable habits of study.

B—PROBLEM SOLVING AND NOTEBOOK WORK

The value of problem solving in civics. One reason for the failure of certain courses in civics to function properly is that the teacher fails to recognize that pupils are citizens with real interests and genuine responsibilities. It happens too frequently that the classroom instruction in civics is unreal and unrelated to the practical affairs of the school or the community at large. The assigning of problems such as are found in this book will help to bridge the gap between theory and practice.

Many of the problems require work outside of the classroom. In this way pupils themselves gather information on local matters, which is analyzed and interpreted under the direction of the teacher. The teacher must guide this work in order to avoid a great waste of pupils' time. The problems in this book have been

designed to make it comparatively easy for the teacher to do this. Many of the problems call for coöperation with associates, which furnishes a kind of training that pupils will need in later life in contact with their fellow citizens. Other problems require a careful study of sources of information as well as interviews with adults. This kind of training will be of real value to pupils in later life when they seek to inform themselves on some question that is before their community.

The value of notebook work. It is urged that pupils be required to prepare notebooks as a part of their work in civics. Through notebook work pupils are given training in recording the results of their investigations. It also forces them to be more accurate in their thinking and in the presentation of materials. Teachers will discover that pupils enjoy notebook work when the assignments are made in a definite way and the results used in the classroom.

The form of notebook work. The pupils should make written records of their findings and conclusions on all of the assigned problems. They should also record in their notebooks the reports of special committees of the class. These reports should be kept in a loose-leaf notebook. They should be brief, concise, and simple in form, but always well written. It is suggested that each report contain: first, a statement of the purpose of the problem; second, a brief description of the source of information; third, a statement of findings or the conclusions drawn in solving the problem. The accompanying illustration of a page from a pupil's notebook may help pupils to prepare their problems in good form.

Importance of a good beginning in notebook work. Some teachers may find it desirable in the beginning to require pupils to prepare the first drafts of their solutions on an extra sheet of paper and then copy the corrected forms in their notebooks. This practice should be discontinued after the first few assignments. Pupils should prepare neat notebooks and should be especially careful in matters of spelling and handwriting. Pupils should also be urged to work independently, in order that they may have the satisfaction that comes from "doing their own job well."

Some of the work on the notebooks should be done outside of the

class period, but much of it should be done during the supervised-study period. After pupils have received some training in note-book work, the teacher will find that it is possible to allow them to

Report of William Brown on Problem Four

Purpose of the Problem: "To discover the reasons for the building of a community."

What is to be done: Make a list of the ten reasons that would make people desire to live in a town or city, rather than on a lonely island in mid-ocean.

My list of reasons is as follows:

1. To enjoy the companionship of neighbors.
2. To be able to buy a variety of things to eat.
3. To have books to read.
4. To have the services of doctors and dentists.
5. To have the help of others in building a home.
6. To have the pleasure of the movies.
7. To receive help from others in case of illness or accident.
8. To be able to attend a church.
9. To have the protection of others.
10. To be able to exchange the things I make for the product of the work of others.

do much of their work without supervision, as it is time-consuming and tends to curb individual initiative. Teachers are advised to give special attention to the first few pages of the notebook work. Rewriting pages at the beginning of a course will help to raise the general level of the notebook work of the entire course. Where pupils are training to use the typewriter, teachers should not insist upon handwriting.

Assignment of problems. Teachers are advised to assign problems several days in advance when the problems require the work of committees or necessitate the interviewing of adults. It is therefore very necessary that pupils be given their assignments in sufficient time to prepare them with care.

Pupils should be required to set aside several pages in their notebooks for a summary of assignments.

The summary of assignments will be helpful to pupils and teachers in making up work missed through absence. It will also encourage pupils to plan their time so as to make more complete preparation than can be made when assignments are given from day to day.

Time to devote to problems. The question of the number of problems to be used will depend upon the length of the course. If community civics is taught as a half-year course, the text material and a few of the problems will suffice. If it is offered for the full year, the text material, most of the problems, and all of the readings should be used.

Interviewing public officials. Many of the problems require the securing of information from local officials of government. In some localities teachers have overworked the plan of sending pupils to interview public officials. In general these officers are very willing to coöperate with teachers of civics. It is, however, time-consuming and often annoying to have from twenty to seventy-five pupils call for interviews on the same topic within the period of two days or a week. An examination of the problems will show that in some of them the authors have recommended the naming of small committees to interview public officials. Teachers may help such committees by arranging a time for the interview or

by advising pupils how to secure such an interview. In this way the teacher may protect the pupils from the unpleasantness arising from attempting to interview an individual who is out of patience because of the many demands on his time. The teacher may also help to conserve the time of public officials.

C—SECURING AND USING A CLASS LIBRARY

Need of a class library. It is impossible to include within the covers of a single textbook all the desirable material needed for

A junior high school library

even an elementary appreciation of the wide field of community civics. The chapters of a single textbook may be expected to supply the minimal essentials. In order, however, that these may be enriched and made intelligible, the chapters must be supplemented by readings in other books.

Many teachers find it impossible to assign outside readings because of the scarcity of books. The authors therefore selected fourteen books for the minimum reference library. These books have been chosen because they contain very interesting and valuable materials. They cover the civic, economic, industrial, and social aspects of community life. They are referred to repeatedly throughout the text. It is recommended that at least one copy of each of the books in the minimum reference library be placed where it can be used daily by the pupils in class. Page references given in this book are based on the edition quoted in this text. If other editions are used, the pages should be checked and corrected.

The Class Library.

1. Beck—*Constitution of the United States, 1787–1927*, George H. Doran Co., 1927, edited by Miller and Barnes.

This book, as revised, gives an excellent account of the constitution of the United States.

2. Broome and Adams—*Conduct and Citizenship*, The Macmillan Co., 1926.

Places strong emphasis on right ideals and good conduct.

3. Dunn—*Community Civics and Rural Life*, D. C. Heath and Co., 1920.

Full of facts of special interest to pupils in rural sections.

4. Hill—*Community Life and Civic Problems*, Ginn and Co., 1922.

Social aspect of community life presented in an interesting way.

5. Hunter and Whitman—*Civic Science for Home and Community*, American Book Co., 1923.

Shows the application of certain scientific principles to civic situations and problems.

6. Johnson—*We and Our Work*, American Viewpoint Society, 1923.

Full of pictures illustrating many problems in community civics.

7. Judd and Marshall—*Lessons in Community and National Life, Series A, B, and C*—Federal Bureau of Education, 1918.

Contains a series of short accounts on civic issues.

8. Lapp—*Economics and the Community*, Century Co., 1923.

Shows the application of economic principles to community problems.

9. Lyon—*Making a Living*, The Macmillan Co., 1926.

Provides much information on the opportunities in different vocations.

10. MARSHALL—*Readings in the Story of Human Progress*, The Macmillan Co., 1926.

Contains interesting short accounts on phases of man's social and economic progress.

11. PARSONS—*Land of Fair Play*, Scribner's Sons, 1920.

Gives an account in simple language of the way our government works.

12. ROSS—*Civic Sociology*, World Book Co., 1925.

The social aspects are well presented.

13. WOODBURN AND MORAN—*The American Community*, Longmans, Green and Co., 1924.

Full of facts, incidents, and illustrations on many problems in community civics.

14. A textbook in civics for your own state.

Only books have been selected for the above list that are within the range of interest of pupils in this group. They reinforce the material found in the text and provide reading experience and information of wider interest.

Other recommended books. Teachers are further advised to secure for the use of pupils such books as the following:

1. A history of the state.
2. A textbook in state geography.
3. The state manual or state directory. In some states this is called the *State Red Book*.
4. The reports of local departments of health, recreation, safety, fire, and other divisions. (For teachers in city schools.)
5. A publication of the nature of the *World Almanac* or the *Daily News Almanac* or the *Statistical Abstract of the United States*.

Six plans for reporting readings. The purposes of assignment of outside reading should be constantly kept in mind by the pupils. Among these are the following:

1. To have pupils develop the habit of using reference material.
2. To give training in the selection and organization of facts for presentation to the class.
3. To cultivate a desire to obtain new and interesting material for the benefit of their associates in the class.

In order to facilitate the reporting of readings, six plans have been prepared which are given in order of their relative difficulty. In preparing a report to present to the class, pupils should follow such one of the plans as the teacher may direct. The teacher may decide to require one part of the class to use one plan and the other part to prepare their reports according to a different plan.

Plan I—On a page of your notebook make an exact copy of the five most interesting sentences that you have found and be prepared to explain the meaning of each sentence.

Plan II—On a page of your notebook copy the headings of the paragraphs in your reading and under each heading state in your own words the main points in each of the paragraphs.

Plan III—On a page of your notebook write a brief summary of that part of your reading that you believe would be of greatest interest and help to the members of your class.

Plan IV—On a page of your notebook make such notes concerning illustrations, facts, and incidents in your reading as you may need for an oral report to be presented before the class.

Plan V—On a page of your notebook prepare an outline in sentence form of the material that you have read.

Plan VI—On a page of your notebook write a series of sentences in which you give the important facts, points, or illustrations found in your reading, but not given in your own text.

A class collection of free materials. The members of a class will get real satisfaction in collecting various free illustrative materials on civic questions. There are many departments of government, both state and national, that issue reports, bulletins, posters, and pamphlets dealing with problems in the field of community civics. There are also many private agencies that are glad to furnish booklets and other materials on some of the subjects and problems. Many of these publications are available either free or at a small expense. It is thus possible to gather a very valuable working library of such material at an expense of two or three dollars. For the aid of teachers desiring to use this plan, the following suggestions are offered:

1. Have the pupils address letters of inquiry concerning free

materials to state departments of public health, conservation, education, agriculture, labor, highways, child welfare, and charities. For correct titles and addresses consult a state civics or state manual.

2. Have the pupils address letters of inquiry to the federal departments or boards in charge of agriculture, education, commerce, labor, health, child welfare, conservation, and immigration. For correct titles and addresses consult the World Almanac or other similar sources.

3. Have the pupils address inquiries to some of the large insurance companies, banks, trust companies, railroads, steamship lines, and industrial concerns. For correct titles and addresses consult the current issues of some of the well-known magazines where their advertisements are often found.

4. In case pupils are requested to help secure a class library of free materials, a model letter of inquiry should be prepared, placed before all, say on the blackboard, and special attention given to the following hints:

(*a*) Frame the letter so as to secure one or more copies of *free* materials or the price list of publications. The letter should be so worded that companies will not send material for which a charge is made.

(*b*) Make clear in the letter that material is wanted relating to civic problems and that it is to be the property of the school.

(*c*) Make the assignment of letters in such a way as to prevent more than one letter from the school to any one agency.

(*d*) Give the pupil the correct address for the agency to which he is to write. In case the material is obtainable through a local office, have one of the members of the class go in person for the material, except in large cities. As soon as the pupils secure material, have it well-arranged and indexed, plan for a display of it in the classroom and make the best of it a part of the permanent class library.

D—SOME BOOKS RECOMMENDED FOR TEACHERS

There is much material helpful to junior-high-school teachers of the social studies. Among the most valuable sources are:

A—Bulietins

(1) "Cardinal Principles of Secondary Education," *Bulletin No. 25, 1918,* U. S. Bureau of Education.

(2) "The Social Studies in Civic Education," *Bulletin No. 23, 1923,* U. S. Bureau of Education.

(3) "Status of Certain Social Studies in High Schools," *Bulletin No. 45, 1922,* U. S. Bureau of Education.

B—Books

(1) Dawson, *Teaching the Social Studies,* The Macmillan Co.

(2) Harap, *Economic Life and the Curriculum,* The Macmillan Co.

(3) Hatch, *Training in Citizenship,* Scribner's Sons.

(4) Klapper, *The Teaching of History,* D. Appleton and Co.

(5) Tryon, *The Teaching of History in Junior and Senior High Schools,* Ginn and Co.

(6) Part II of the *22d Yearbook of the National Society for the Study of Education,* 1923, "The Social Studies in the Elementary and Secondary Schools." Public School Publishing Co. This volume contains numerous articles and studies by leaders in the reorganization of the social studies. It also includes a selected and annotated bibliography.

E—COMMUNITY SCORE CARD

In using this Score Card the success with which a community meets each of the ten requirements should be estimated by the use of the following numbers: 10—meaning *highly successful;* 8—meaning *some need of improvement;* 6—meaning *much need of improvement;* 4—meaning *very deficient;* and 0—meaning *complete failure.*

Requirements Met by the Best Type of Community

REQUIREMENT ONE. The best type of community possesses a marked degree of civic unity and community pride.

Questions to be considered in an application of Requirement One: (*a*) Are the public buildings, parks, streets, alleys, yards, and vacant lots such as to warrant citizens pointing to them with pride? (*b*) Is there an absence of serious neighborhood or community quarrels? (*c*) Is it easy to get churches and clubs to promote worthy enterprises? (*d*) Do a large percentage of citizens register and do they vote at all elections? (*e*) Are the best-qualified citizens willing to serve in public offices? Score 10—8—6—4—0

REQUIREMENT TWO. The best type of community is one of comfortable and well-ordered homes.

Questions to be considered in an application of Requirement Two: (*a*) Do a large percentage of the people own their homes? (*b*) Is the percentage of unemployment low or do many wage earners have to go to other communities to find employment? (*c*) Can a good standard of living be maintained on the average family income? (*d*) Do the citizens exhibit pride in the care of their homes and yards? (*e*) Are such facilities as books, musical instruments, games, and play equipment for the mutual enjoyment of social and leisure hours by parents and children found in most homes? (*f*) Are few of the families dependent on charity? Score 10—8—6—4—0

REQUIREMENT THREE. The best type of community provides facilities for wholesome physical and social recreation for children and adults of different ages.

Questions to be considered in an application of Requirement Three: (*a*) Is there a well-equipped playground for each school building with provision for supervised recess play? (*b*) Is there a well-equipped gymnasium or playroom in each school building? (*c*) Is there supervised play during the summer months? (*d*) Is provision made for skating and other winter sports? (*e*) Is there provision for after-school recreational activities, such as swimming, basketball, hiking, etc.? (*f*) Are extracurricular activities emphasized in the regular school program? (*g*) Are programs of interesting activities provided in churches and community centers, or otherwise? (*h*) Is generous support given to such organizations as the Boy Scouts, Girl Scouts, Camp Fire Girls, etc.? Score 10—8—6—4—0

REQUIREMENT FOUR. The best type of community is strongly opposed to unwholesome types of recreation for children of different ages.

Questions to be considered under Requirement Four: (*a*) Is loafing, loitering, or petty gambling allowed? (*b*) Are the state laws enforced against frequenting pool rooms and selling cigarettes to minors? (*c*) Are public dance halls properly supervised? (*d*) Is the circulation of salacious magazines contrary to public sentiment? (*e*) Is unsportsmanlike conduct of players or spectators at public games contrary to public opinion? Score 10—8—6—4—0

REQUIREMENT FIVE. The best type of community emphasizes the importance and value of the refining influence of good music, lectures, entertainments, and books.

Questions to be considered in an application of Requirement Five: (*a*) Are there well-patronized libraries? (*b*) Is use made of the loan collections of books from the State Library and other agencies? (*c*) Is marked emphasis placed on the care for better reading interests of children? (*d*) Are the citizens willing to vote the necessary funds to maintain a good library? (*e*) Is the circulation of low-grade and impure books and magazines contrary to public sentiment? (*f*) Is emphasis placed on good music in the schools and churches?

(*g*) Are plays, lectures, and concerts given by local or outside talent frequent and liberally supported? (*h*) Are good films shown in movie houses because of local demand? Score 10—8—6—4—0

REQUIREMENT SIX. The best type of community emphasizes the health and physical well-being of children.

Questions to be considered in an application of Requirement Six: (*a*) Is there an examination of preschool children with a correction of defects so that they may be physically fit to enter school? (*b*) Are health examinations with careful follow-up work given to school children? (*c*) Are vital statistics accurately kept and readily available? (*d*) Does the community maintain high standards in the matters of water supply, milk inspection, sewage and garbage disposal? (*e*) Is emphasis placed on physical education in school? (*f*) Is a well-trained supervisor of health education employed? (*g*) Are quarantine laws enforced? (*h*) Is provision made for hot lunches? (*i*) Are sanitary school buildings maintained? (*j*) Do parents show willingness to follow the directions of health workers? (*k*) Is there willingness on the part of local civic clubs to give funds to promote the health of children?
Score 10—8—6—4—0

REQUIREMENT SEVEN. The best type of community is liberal in its financial and moral support of the schools.

Questions to be considered in an application of Requirement Seven: (*a*) Are well-equipped modern school buildings provided? (*b*) Does the community respond generously to request for funds for educational purposes? (*c*) Is consistent support given to the teachers in matters of discipline? (*d*) Is there an active parent-teacher club with a real program of work? (*e*) Is there generous response to requests from the school in matters of home study, health work, and attendance? Score 10—8—6—4—0

REQUIREMENT EIGHT. The best type of community insists upon a high standard of teaching efficiency in the schools.

Questions to be considered in an application of Requirement Eight: (*a*) Do a large percentage of the boys and girls remain in school until they graduate from high school? (*b*) Is there genuine respect for the value of education on the part of the pupils? (*c*) Are competent teachers retained for a period of service of more than three years? (*d*) Is the high school recognized by the State Department of Public Instruction and the State University? (*e*) Do many graduates enter colleges and professional schools and carry on their work with success? (*f*) Is serving on the board of education considered a distinct honor? Score 10—8—6—4—0

REQUIREMENT NINE. The best type of community maintains churches that are active in matters pertaining to the religious education of children and young people.

Questions to be considered in an application of Requirement Nine: (*a*) Is there a marked degree of activity on the part of the churches to include all

children in some form of religious education? (*b*) Do the churches place a high value on activities for children? (*c*) Do the churches openly and effectively coöperate in religious work for children? (*d*) Do a large percentage of the children of the community attend some class for religious instruction? (*e*) Is the opinion of the leaders of the community favorable toward religious education?

Score 10—8—6—4—0

REQUIREMENT TEN. The best type of community is actively progressive in material, cultural, and intellectual fields.

Questions to be considered in an application of Requirement Ten: (*a*) Are new ideas treated with tolerance? (*b*) Are leaders critically observant of the community? (*c*) Is some improvement always going forward? (*d*) Are there women's clubs and men's clubs which are actively engaged in civic improvements? (*e*) Are the local clubs, churches, and societies concerned with local problems, as well as with state and national affairs?

Score 10—8—6—4—0

Note. This Score Card was prepared by a Committee of the Michigan Branch of the National Congress of Parents and Teachers. The members of the Committee were J. B. Edmonson, University of Michigan; Philip C. Lovejoy, High School, Mount Clemens, Michigan; W. G. Robinson, Regional Director, National Playground Association, Albion, Michigan. Copies of a reprint of the Score Card, with directions for its use, may be secured at five cents per copy from the Michigan Education Association, Lansing, Michigan.

F—THE DECLARATION OF INDEPENDENCE

DECLARATION OF INDEPENDENCE

In Congress, July 4, 1776

The Unanimous Declaration of the Thirteen United States of America.

When in the Course of human events, it becomes necessary for one people to dissolve the political bands which have connected them with another, and to assume among the Powers of the earth, the separate and equal station to which the Laws of Nature and of Nature's God entitle them, a decent respect to the opinions of mankind requires that they should declare the causes which impel them to the separation.

We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty, and the pursuit of Happiness. That to secure these rights, Governments are instituted among Men, deriving their just powers from the consent of the governed. That whenever any Form of Government becomes destructive of these ends it is the Right of the People to alter or to abolish it, and to institute new Government, laying its foundation on such principles and organizing its powers in such form, as to them shall seem most likely to effect their Safety and Happiness. Prudence, indeed, will dictate that Governments long established should not be changed for light

and transient causes; and accordingly all experience hath shown, that mankind are more disposed to suffer, while evils are sufferable, than to right themselves by abolishing the forms to which they are accustomed. But when a long train of abuses and usurpations, pursuing invariably the same Object, evinces a design to reduce them under absolute Despotism, it is their right, it is their duty, to throw off such Government, and to provide new Guards for their future security.—Such has been the patient sufferance of these Colonies; and such is now the necessity which constrains them to alter their former Systems

Photo from Underwood and Underwood

Signing the Declaration of Independence

of Government. The history of the present King of Great Britain is a history of repeated injuries and usurpations, all having in direct object the establishment of an absolute Tyranny over these States. To prove this, let Facts be submitted to a candid world.

He has refused his Assent to Laws, the most wholesome and necessary for the public good.

He has forbidden his Governors to pass Laws of immediate and pressing importance, unless suspended in their operation till his Assent should be obtained; and when so suspended, he has utterly neglected to attend to them.

He has refused to pass other Laws for the accommodation of large districts of people, unless those people would relinquish the right of Representation in the Legislature, a right inestimable to them and formidable to tyrants only.

He has called together legislative bodies at places unusual, uncomfortable, and distant from the depository of their Public Records, for the sole purpose of fatiguing them into compliance with his measures.

He has dissolved Representative Houses repeatedly, for opposing with manly firmness his invasions on the rights of the people.

He has refused for a long time, after such dissolutions, to cause others to be elected; whereby the Legislative Powers, incapable of Annihilation, have returned to the People at large for their exercise; the State remaining in the mean time exposed to all the dangers of invasion from without, and convulsions within.

He has endeavoured to prevent the population of these States; for that purpose obstructing the Laws for Naturalization of Foreigners; refusing to pass others to encourage their migration hither, and raising the conditions of new Appropriations of Lands.

He has obstructed the Administration of Justice, by refusing his Assent to Laws for establishing Judiciary Powers.

He has made Judges dependent on his Will alone, for the tenure of their offices, and the amount and payment of their salaries.

He has erected a multitude of New Offices, and sent hither swarms of Officers to harass our People, and eat out their substance.

He has kept among us, in times of peace, Standing Armies without the Consent of our legislature.

He has affected to render the Military independent of and superior to the Civil Power.

He has combined with others to subject us to a jurisdiction foreign to our constitution, and unacknowledged by our laws; giving his Assent to their acts of pretended legislation:

For quartering large bodies of armed troops among us:

For protecting them, by a mock Trial, from Punishment for any Murders which they should commit on the Inhabitants of these States:

For cutting off our Trade with all parts of the world:

For imposing taxes on us without our Consent:

For depriving us in many cases, of the benefits of Trial by Jury:

For transporting us beyond Seas to be tried for pretended offences:

For abolishing the free System of English Laws in a neighbouring Province, establishing therein an Arbitrary government, and enlarging its Boundaries so as to render it at once an example and fit instrument for introducing the same absolute rule into these Colonies:

For taking away our Charters, abolishing our most valuable Laws, and altering fundamentally the Forms of our Governments:

For suspending our own Legislatures, and declaring themselves invested with Power to legislate for us in all cases whatsoever.

He has abdicated Government here, by declaring us out of his Protection and waging War against us.

He has plundered our seas, ravaged our Coasts, burnt our towns, and destroyed the lives of our people.

He is at this time transporting large armies of foreign mercenaries to compleat the works of death, desolation and tyranny, already begun with circumstances of Cruelty & perfidy scarcely paralleled in the most barbarous ages, and totally unworthy the Head of a civilized nation.

He has constrained our fellow Citizens taken Captive on the high Seas to bear Arms against their Country, to become the executioners of their friends and Brethren, or to fall themselves by their Hands.

He has excited domestic insurrections amongst us, and has endeavoured to bring on the inhabitants of our frontiers, the merciless Indian Savages, whose

Photo by Brown Bros.

Independence Hall in Philadelphia

Here the Declaration of Independence was signed in 1776 and here the Constitutional Convention met in 1787.

known rule of warfare, is an undistinguished destruction of all ages, sexes and conditions.

In every stage of these Oppressions We have Petitioned for Redress in the most humble terms: Our repeated Petitions have been answered only by repeated injury. A Prince, whose character is thus marked by every act which may define a Tyrant, is unfit to be the ruler of a free people.

Nor have We been wanting in attention to our British brethren. We have warned them from time to time of attempts by their legislature to extend an unwarrantable jurisdiction over us. We have reminded them of the circumstances of our emigration and settlement here. We have appealed to their native justice and magnanimity, and we have conjured them by the ties of our common kindred to disavow these usurpations, which would inevitably interrupt our connections and correspondence. They too have been deaf to the voice of justice and of consanguinity. We must, therefore, acquiesce in the necessity, which denounces our Separation, and hold them, as we hold the rest of mankind, Enemies in War, in Peace Friends.

We, therefore, the Representatives of the united States of America, in General Congress, Assembled, appealing to the Supreme Judge of the world for the rectitude of our intentions, do, in the Name, and by Authority of the good People of these Colonies, solemnly publish and declare, That these United Colonies are, and of Right ought to be Free and Independent States; that they are Absolved from all Allegiance to the British Crown, and that all political connection between them and the State of Great Britain, is and ought to be totally dissolved; and that as Free and Independent States, they have full power to levy War, conclude Peace, contract Alliances, establish Commerce, and to do all other Acts and Things which Independent States may of right do. And for the support of this Declaration, with a firm reliance on the Protection of Divine Providence, we mutually pledge to each other our Lives, our Fortunes and our sacred Honor.

John Hancock.
Button Gwinnett.
Lyman Hall.
Geo. Walton.
Wm. Hooper.
Joseph Hewes.
John Penn.
Edward Rutledge.
Thos. Heyward, Junr.
Thomas Lynch, Junr.
Arthur Middleton.
Samuel Chase.
Wm. Paca.
Thos. Stone.
Charles Carroll of Carrollton.
George Wythe.
Richard Henry Lee.
Th. Jefferson.
Benj. Harrison.
Thos. Nelson, Jr.
Francis Lightfoot Lee.
Carter Braxton.
Robt. Morris.
Benjamin Rush.
Benja. Franklin.
John Morton.
Geo. Clymer.
Jas. Smith.
Geo. Taylor.
James Wilson.
Geo. Ross.
Cæsar Rodney.
Geo. Read.
Tho. M'Kean.
Wm. Floyd.
Phil. Livingston.
Frans. Lewis.
Lewis Morris.
Richd. Stockton.
Jno. Witherspoon.
Fras. Hopkinson.
John Hart.
Abra. Clark.
Josiah Bartlett.
Wm. Whipple.
Saml. Adams.
John Adams.
Robt. Treat Paine.
Elbridge Gerry.
Step. Hopkins.
William Ellery.
Roger Sherman.
Sam'el. Huntington.
Wm. Williams.
Oliver Wolcott.
Matthew Thornton.

G—THE CONSTITUTION OF THE UNITED STATES

The Constitution is the fundamental law of our nation. It defines the objects of good government. It fixes the form and defines the powers of

the branches of government. At the same time it secures to the individual his rights. All the officers of our government, from the highest to the lowest, must swear allegiance to the Constitution.

The Constitution originally consisted of a preamble and seven articles. In that form it was approved by the unanimous consent of the states represented in the Constitutional Convention and submitted to the states for ratification. The date of its adoption by the Constitutional Convention was September 17, 1787. This date is celebrated in some places as the anniversary of the Constitution. The Constitution was declared the law of the land on the first Wednesday in March, 1789.

PREAMBLE TO THE CONSTITUTION

The preamble serves two very important purposes.

1. It indicates the source of the Constitution, that is, the people.

2. It also gives a statement of the six great objects or purposes for which the government was established under the Constitution.

WE, THE PEOPLE of the United States, in order to form a more perfect union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this CONSTITUTION for the United States of America.

THE FRAMEWORK OF OUR GOVERNMENT

In Articles I, II, and III of the Constitution is given the general plan of our government. Article I defines the legislative powers which are vested in Congress. Article II makes provision for the executive department of the government which is vested in a single individual, the President. Article III provides for the judicial power. We have in these articles the provision for the three branches of our government, the legislative, the executive, and the judicial.

THE CONGRESS OF THE UNITED STATES

The Legislative Department is created by the sections and clauses of Article I. This department of our government is called the Congress of the United States. It is Congress that makes the laws on the subjects referred to in Section VIII entitled "Powers granted to Congress."

ARTICLE I. The Legislative or Law-Making Power

SECTION I. All legislative power granted to Congress

All legislative powers herein granted shall be vested in a Congress of the United States, which shall consist of a Senate and House of Representatives.

SECTION II. The clauses of Section II define the qualifications, term, and the method of election of the members of the lower house of Congress. The members of this division are commonly called *Congressmen* and the districts that they represent within the states bear the name *Congressional Districts*

1st Clause: Who may vote for representatives and the term of office

The House of Representatives shall be composed of members chosen every second year by the people of the several states, and the electors in each state shall have the qualifications requisite for electors of the most numerous branch of the state legislature.

2d Clause: The qualifications of a representative

No Person shall be a Representative who shall not have attained to the age of twenty-five years, and been seven years a citizen of the United States, and who shall not, when elected, be an inhabitant of that state in which he shall be chosen.

3d Clause: How representatives and direct taxes are apportioned among the States

[Representatives and direct taxes shall be apportioned among the several states which may be included within this union, according to their respective numbers, which shall be determined by adding to the whole number of free persons, including those bound to service for a term of years, and excluding Indians not taxed, three fifths of all other persons.] The actual enumeration shall be made within three years after the first meeting of the Congress of the United States, and within every subsequent term of ten years, in such manner as they shall by law direct. The number of representatives shall not exceed one for every thirty thousand, but each state shall have at least one representative; and until such enumeration shall be made, the state of New Hampshire shall be entitled to chuse three, Massachusetts eight, Rhode-Island and Providence Plantations one, Connecticut five, New York six, New Jersey four, Pennsylvania eight, Delaware one, Maryland six, Virginia ten, North Carolina five, South Carolina five, and Georgia three.

4th Clause: How vacancies are filled

When vacancies happen in the representation from any state, the executive authority thereof shall issue writs of election to fill such vacancies.

5th Clause: The power of choosing officers and of impeachment

The House of Representatives shall choose their speaker and other officers; and shall have the sole power of impeachment.

SECTION III. The Senate

In Section III we have the plan for the election of the members of the Senate or the upper house of Congress. The members are called *senators*.

It is important to note that senators must possess higher qualifications than members of the House of Representatives. The term of office of a senator is also longer than that of a representative. He also represents a state, not a district within a state. Formerly the senators were elected by the state legislature, but since the passing of the XVII amendment, they are chosen by direct vote of the people.

1st Clause: The number and method of choosing senators (Has been superseded by Amendment XVII)

The Senate of the United States shall be composed of two senators from each state, chosen by the legislature thereof, for six years; and each senator shall have one vote.

2d Clause: The original three classes of senators and the filling of vacancies

Immediately after they shall be assembled in consequence of the first election, they shall be divided as equally as may be into three classes. The seats of the senators of the first class shall be vacated at the expiration of the second year, of the second class at the expiration of the fourth year, and of the third class at the expiration of the sixth year, so that one third may be chosen every second year; and if vacancies happen by resignation, or otherwise, during the recess of the legislature of any state, the executive thereof may make temporary appointments until the next meeting of the legislature, which shall then fill such vacancies.

3d Clause: The qualifications of a senator

No person shall be a senator who shall not have attained to the age of thirty years, and been nine years a citizen of the United States, and who shall not, when elected, be an inhabitant of that state for which he shall be chosen.

4th Clause: The Vice-President's place in the Senate

The Vice President of the United States shall be President of the Senate, but shall have no vote, unless they be equally divided.

5th Clause: The President *pro tempore* and other officers of the Senate

The Senate shall choose their other officers, and also a president *pro tempore*, in the absence of the Vice President, or when he shall exercise the office of President of the United States.

6th Clause: The power to try impeachment

The Senate shall have the sole power to try all impeachments. When sitting for that purpose, they shall be on oath or affirmation. When the President of the United States is tried, the chief justice shall preside: and no person shall be convicted without the concurrence of two thirds of the members present.

7th Clause: The penalty in cases of impeachment

Judgment in cases of impeachment shall not extend further than to removal from office, and disqualification to hold and enjoy any office of honor, trust or profit under the United States: but the party convicted shall nevertheless be liable and subject to indictment, trial, judgment and punishment, according to law.

SECTION IV. Elections and sessions

1st Clause: The control of Congress over elections

The times, places, and manner of holding elections for senators and representatives, shall be prescribed in each State by the legislature thereof; but the Congress may at any time by law make or alter such regulations, except as to the places of choosing senators.

2d Clause: The time of meeting of the regular session

The Congress shall assemble at least once in every year, and such meetings shall be on the first Monday in December, unless they shall by law appoint a different day.

SECTION V. Rules of procedure

1st Clause: Each house may judge of elections and qualifications of its members, and may compel attendance

Each House shall be the judge of the elections, returns and qualifications of its own members, and a majority of each shall constitute a quorum to do business; but a smaller number may adjourn from day to day, and may be authorized to compel the attendance of absent members, in such manner, and under such penalties as each House may provide.

2d Clause: Rules of procedure—the power to punish and to expel members

Each House may determine the rules of its proceedings, punish its members for disorderly behavior, and, with the concurrence of two thirds, expel a member.

3d Clause: The journal of proceedings of Congress

Each House shall keep a journal of its proceedings, and from time to time publish the same, excepting such parts as may in their judgment require secrecy; and the yeas and nays of the members of either House on any question shall, at the desire of one fifth of those present, be entered on the journal.

4th Clause: The rule regarding separate adjournments

Neither House, during the session of Congress, shall, without the consent of the other, adjourn for more than three days, nor to any other place than that in which the two Houses shall be sitting.

SECTION VI. Compensation, privileges, and restrictions on members of Congress

1st Clause: The compensation, immunity from arrest, and freedom of debate

The senators and representatives shall receive a compensation for their services, to be ascertained by law, and paid out of the Treasury of the United States. They shall in all cases, except treason, felony and breach of the peace, be privileged from arrest during their attendance at the session of their respective Houses, and in going to and returning from the same; and for any speech or debate in either House, they shall not be questioned in any other place.

2d Clause: The restrictions on members

No senator or representative shall, during the time for which he was elected, be appointed to any civil office under the authority of the United States, which shall have been created, or the emoluments whereof shall have been encreased during such time; and no person holding any office under the United States, shall be a member of either House during his continuance in office.

SECTION VII. Mode of passing laws

1st Clause: Revenue Bills—the rule with regard to the origination of revenue bills

All Bills for raising Revenue shall originate in the House of Representatives; but the Senate may propose or concur with Amendments as on other Bills.

2d Clause: How bills become laws—the President's veto and how it may be overridden

Every bill which shall have passed the House of Representatives and the Senate, shall, before it become a Law, be presented to the President of the United States; If he approve he shall sign it, but if not he shall return it, with his objections to that House in which it shall have originated, who shall enter the objections at large on their Journal, and proceed to reconsider it. If after such reconsideration two thirds of that House shall agree to pass the bill, it shall be sent, together with the objections, to the other House, by which it shall likewise be reconsidered, and if approved by two thirds of that House, it shall become a law. But in all such cases the votes of both Houses shall be determined by *Yeas and Nays*, and the names of the persons voting for and against the bill shall be entered on the Journal of each House respectively. If any bill shall not be returned by the President within ten days (Sundays excepted) after it shall have been presented to him, the same shall be a law, in like manner as if he had signed it, unless the Congress by their adjournment prevent its return, in which case it shall not be a law.

3d Clause: What proposals must be submitted to the President; what ones need not be submitted

Every order, resolution, or vote to which the concurrence of the Senate and House of Representatives may be necessary (except on a question of Adjournment) shall be presented to the President of the United States and before the same shall take effect, shall be approved by him, or being disapproved by him, shall be repassed by two thirds of the Senate and House of Representatives, according to the rules and limitations prescribed in the case of a bill.

SECTION VIII. Powers granted to Congress

In this section we have one of the most important parts of the Constitution because in it we find the powers of Congress in the making of laws.

1st Clause: Congress's power of taxation

The Congress shall have power to lay and collect taxes, duties, imposts and excises, to pay the debts and provide for the common defence and general welfare of the United States; but all duties, imposts and excises shall be uniform throughout the United States;

2d Clause: The borrowing power of Congress

To borrow money on the credit of the United States;

3d Clause: The power to regulate foreign commerce and trade between the states

To regulate commerce with foreign nations, and among the several states, and with the Indian tribes;

4th Clause: The power over naturalization and bankruptcy

To establish an uniform rule of naturalization, and uniform laws on the subject of bankruptcies throughout the United States;

5th Clause: The power with regard to coinage, weights, and measures

To coin money, regulate the value thereof, and of foreign coin, and fix the standard of weights and measures;

6th Clause: The power to punish counterfeiting

To provide for the punishment of counterfeiting the securities and current coin of the United States;

7th Clause: The power to establish a postal system

To establish post offices and post roads;

8th Clause: The power to grant patents and copyrights and the purpose of these

To promote the progress of science and useful arts, by securing for limited times to authors and inventors the exclusive right to their respective writings and discoveries;

9th Clause: The power to establish courts other than the Supreme Court

To constitute tribunals inferior to the Supreme Court;

10th Clause: The power to punish piracies and offenses against the law of Nations

To define and punish piracies and felonies committed on the high seas, and offenses against the law of nations;

11th Clause: The power to declare war

To declare war, grant letters of marque and reprisal, and make rules concerning captures on land and water;

12th Clause: The power to raise and support armies

To raise and support armies, but no appropriation of money to that use shall be for a longer term than two years;

13th Clause: The power to maintain a navy

To provide and maintain a navy;

14th Clause: The power to make rules for governing the land and naval forces

To make rules for the government and regulation of the land and naval forces;

15th Clause: The power to use the militia for certain purposes

To provide for calling forth the militia to execute the laws of the Union, suppress insurrections and repel invasions;

16th Clause: The power over the militia

To provide for organizing, arming, and disciplining the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the states respectively the appointment of the officers, and the authority of training the militia according to the discipline prescribed by Congress;

17th Clause: The power of exclusive control over certain territory

To exercise exclusive legislation in all cases whatsoever, over such district (not exceeding ten miles square) as may, by cession of particular states, and the acceptance of Congress, become the seat of the government of the United States, and to exercise like authority over all places purchased by the consent of the legislature of the state in which the same shall be, for the erection of forts, magazines, arsenals, dockyards, and other needful buildings; and

18th Clause: The general power to make necessary laws

To make all laws which shall be necessary and proper for carrying into execution the foregoing powers, and all other powers vested by this Constitution in the government of the United States, or in any department or officer thereof.

SECTION IX. Powers denied to the Federal Government

In Section VIII we had a list of powers of the Federal Government. In Section IX we have a list of things that the Federal Government is forbidden to do.

1st Clause: The protection granted the African slave trade till 1808

The migration or importation of such persons as any of the states now existing shall think proper to admit, shall not be prohibited by the Congress prior to the year one thousand eight hundred and eight, but a tax or duty may be imposed on such importation, not exceeding ten dollars for each person.

2d Clause: The safeguarding of the privilege of the writ of *habeas corpus*

The privilege of the writ of *habeas corpus* shall not be suspended, unless when in cases of rebellion or invasion the public safety may require it.

3d Clause: The prohibition of "bills of attainder" or "*ex post facto* laws"

No bill of attainder or *ex post facto* law shall be passed.

4th Clause: How taxes must be apportioned

No capitation, or other direct, tax shall be laid, unless in proportion to the census or enumeration herein before directed to be taken.

5th Clause: The prohibition of taxes on exports

No tax or duty shall be laid on articles exported from any state.

6th Clause: Commerical preference forbidden

No preference shall be given by any regulation of commerce or revenue to the ports of one state over those of another: nor shall vessels bound to, or from, one state, be obliged to enter, clear, or pay duties in another.

7th Clause: How money may be drawn from the Treasury

No money shall be drawn from the Treasury, but in consequence of appropriations made by law; and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time.

8th Clause: The prohibition of titles of nobility

No title of nobility shall be granted by the United States: and no person holding any office of profit or trust under them, shall without the consent of the Congress, accept of any present, emolument, office or title, of any kind whatever, from any king, prince, or foreign state.

SECTION X. Powers denied to the states

The separate states are forbidden to perform certain acts because of the union of the states in a federal government.

1st Clause: A list of acts of states that are absolutely forbidden

No state shall enter into any treaty, alliance, or confederation; grant letters of marque and reprisal; coin money; emit bills of credit; make any thing but gold and silver coin a tender in payment of debts; pass any bill of attainder, *ex post facto* law, or law impairing the obligation of contracts, or grant any title of nobility.

2d Clause: Some conditional prohibitions on the acts of states

No state shall, without the consent of the Congress, lay any imposts or duties on imports or exports, except what may be absolutely necessary for executing its inspection laws; and the net produce of all duties and imposts, laid by any state on imports or exports, shall be for the use of the Treasury of the United States; and all such laws shall be subject to the revision and control of the Congress.

3d Clause: Some restrictions on states removable by consent of Congress

No state shall, without the consent of Congress, lay any duty of tonnage, keep troops, or ships of war in time of peace, enter into any agreement or compact with another state, or with a foreign power, or engage in war, unless actually invaded, or in such imminent danger as will not admit of delay.

ARTICLE II. The Executive or Law-Enforcing Power

This article makes provision for the executive power of our Federal Government. This power is given to a single individual, the President.

SECTION I. President and Vice president, and the presidential electors

1st Clause: The President and Vice president are elected for a term of four years.

The executive power shall be vested in a President of the United States of America. He shall hold his office during the term of four years, and, together with the Vice President, chosen for the same term, be elected, as follows:

2d Clause: The *Electoral College*

Each state shall appoint, in such manner as the legislature thereof may direct, a number of electors, equal to the whole number of senators and representatives to which the state may be entitled in the Congress: but no senator or representative, or person holding an office of trust or profit under the United States, shall be appointed an elector.

3d Clause: This clause gave the original plan for the work of the presidential electors. It has been superseded by the twelfth amendment

The electors shall meet in their respective states, and vote by ballot for two persons, of whom one at least shall not be an inhabitant of the same

state with themselves. And they shall make a list of all the persons voted for, and of the number of votes for each; which list they shall sign and certify, and transmit sealed to the seat of the government of the United States, directed to the President of the Senate. The President of the Senate shall, in the presence of the Senate and House of Representatives, open all the certificates, and the votes shall then be counted. The person having the greatest number of votes shall be the President, if such number be a majority of the whole number of electors appointed; and if there be more than one who have such majority, and have an equal number of votes, then the House of Representatives shall immediately choose by ballot one of them for President; and if no person have a majority, then from the five highest on the list the said House shall in like manner choose the President. But in choosing the President, the votes shall be taken by states, the representation from each state having one vote; a quorum for this purpose shall consist of a member or members from two thirds of the states, and a majority of all the states shall be necessary to choice. In every case, after the choice of the President, the person having the greatest number of votes of the electors shall be the Vice President. But if there should remain two or more who have equal votes, the Senate shall choose from them by ballot the Vice President.

4th Clause: Power of Congress regarding the choice of electors

The Congress may determine the time of choosing the electors, and the day on which they shall give their votes; which day shall be the same throughout the United States.

5th Clause: Who is eligible to become President

No person except a natural born citizen, or a citizen of the United States, at the time of the adoption of this Constitution, shall be eligible to the office of President; neither shall any person be eligible to that office who shall not have attained to the age of thirty five years, and been fourteen years a resident within the United States.

6th Clause: Succession of the Vice President

In case of the removal of the President from office, or of his death, resignation, or inability to discharge the powers and duties of the said office, the same shall devolve on the Vice President, and the congress may by law, provide for the case of removal, death, resignation, or inability, both of the President and Vice President, declaring what officer shall then act as President, and such officer shall act accordingly, until the disability be removed, or a President shall be elected.

7th Clause: The salary of the President

The President shall, at stated times, receive for his services, a compensation, which shall neither be encreased nor diminished during the period for which he shall have been elected, and he shall not receive within that period any other emolument from the United States, or any of them.

8th Clause: The presidential oath of office

Before he enter on the execution of his office, he shall take the following oath or affirmation:—"I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will to the best of my ability, preserve, protect and defend the Constitution of the United States."

SECTION II. Powers of the President

1st Clause: Commander-in-chief of the Army and Navy

The President shall be Commander in Chief of the Army and Navy of the United States, and of the militia of the several states, when called into the actual service of the United States: he may require the opinion, in writing, of the principal officer in each of the executive departments, upon any subject relating to the duties of their respective offices, and he shall have power to grant reprieves and pardons for offences against the United States, except in cases of impeachment.

2d Clause: The treaty making power

He shall have power, by and with the advice and consent of the Senate, to make treaties, provided two thirds of the senators present concur; and he shall nominate, and by and with the advice and consent of the Senate, shall appoint ambassadors, other public ministers and consuls, judges of the Supreme Court, and all other officers of the United States, whose appointments are not herein otherwise provided for, and which shall be established by law; but the Congress may by law vest the appointment of such inferior officers, as they think proper, in the President alone, in the courts of law, or in the heads of departments.

3d Clause: The power of the President to fill vacancies

The President shall have power to fill up all vacancies that may happen during the recess of the Senate, by granting commissions which shall expire at the end of their next session.

SECTION III. Duties of the President

It bestows further powers on the President: the message power, power to convene and adjourn Congress on certain occasions, power to receive ambassadors, *et al*, duty to see that the laws are faithfully executed and to commission all officers of the United States.

He shall from time to time give to the Congress information of the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient; he may, on extraordinary occasions, convene both houses, or either of them, and in case of disagreement between them with respect to the time of adjournment, he may adjourn them to such time as he

shall think proper; he shall receive ambassadors and other public ministers; he shall take care that the laws be faithfully executed, and shall commission all the officers of the United States.

SECTION IV. The liability of the President and other civil officers of the United States to impeachment

The President, Vice President, and all civil officers of the United States shall be removed from office on impeachment for and conviction of treason, bribery, or other high crimes and misdemeanors.

ARTICLE III. Judicial or Law-Interpreting Power

In Article III we find the provision for the third branch of government, i.e., *the Judicial.*

SECTION I. The judicial power and the tenure of judges

The judicial power of the United States shall be vested in one Supreme Court, and in such inferior courts as the Congress may from time to time ordain and establish. The judges, both of the Supreme and inferior courts, shall hold their offices during good behavior, and shall, at stated times, receive for their services a compensation, which shall not be diminished during their continuance in office.

SECTION II. Powers and jurisdiction of the Federal Courts

1st Clause: The cases over which the United States judicial power has jurisdiction

The judicial power shall extend to all cases, in law and equity, arising under this Constitution, the laws of the United States, and treaties made, or which shall be made, under their authority; to all cases affecting ambassadors, other public Ministers and Consuls; to all cases of admiralty and maritime jurisdiction; to controversies to which the United States shall be a party; to controversies between two or more states; between a state and citizens of another state; between citizens of different states; between citizens of the same state claiming lands under grants of different states, and between a state, or the citizens thereof, and foreign states, citizens or subjects.

2d Clause: The *original jurisdiction* of the Supreme Court of the United States

In all cases affecting ambassadors, other public ministers and consuls, and those in which a state shall be party, the Supreme Court shall have original jurisdiction. In all the other cases before mentioned, the Supreme Court shall have appellate jurisdiction, both as to law and fact, with such exceptions, and under such regulations as the Congress shall make.

3d Clause: Trial by jury

The trial of all crimes, except in cases of impeachment, shall be by jury; and such trial shall be held in the state where the said crimes shall have been committed; but when not committed within any state, the trial shall be at such place or places as the Congress may by law have directed.

(This clause has been superseded by Amendment VI)

SECTION III. The nature and punishment of treason

1st Clause: The definition of treason

Treason against the United States, shall consist only in levying war against them, or in adhering to their enemies, giving them aid and comfort. No person shall be convicted of treason unless on the testimony of two witnesses to the same overt act, or on confession in open court.

2d Clause: The power of Congress to define the punishment of treason

The Congress shall have power to declare the punishment of treason, but no attainder of treason shall work corruption of blood, or forfeiture except during the life of the person attainted.

ARTICLE IV. Relations between the States and Federal Government

SECTION I. Recognition of state authority

1st Clause: Provision for reciprocal relations between the states

Full faith and credit shall be given in each state to the public acts, records, and judicial proceedings of every other state. And the congress may by general laws prescribe the manner in which such acts, records and proceedings shall be proved, and the effect thereof.

SECTION II. Privileges and immunities of citizens

1st Clause: The privileges of the citizen in another state

The Citizens of each State shall be entitled to all privileges and immunities of citizens in the several states.

2d Clause: The return of fugitives from justice

A person charged in any state with treason, felony, or other crime, who shall flee from justice, and be found in another state, shall on demand of the executive authority of the state from which he fled, be delivered up to be removed to the state having jurisdiction of the crime.

3d Clause: The return of fugitive slaves

No person held to service or labor in one state, under the laws thereof, escaping into another, shall, in consequence of any law of regulation therein, be discharged from such service or labor, but shall be delivered up on claim of the party to whom such service or labor may be due.

(An obsolete paragraph)

SECTION III. Administration of new states and government territories

1st Clause: The admission of new states

New states may be admitted by the Congress into this Union; but no new states shall be formed or erected within the jurisdiction of any other state; nor any state be formed by the junction of two or more states, or parts of states, without the consent of the legislatures of the states concerned as well as of the Congress.

2d Clause: Congress' control of territories and public lands

The Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States; and nothing in this Constitution shall be so construed as to prejudice any claims of the United States, or of any particular state.

SECTION IV. Protection of states guaranteed by the Federal Government

1st Clause: Every state guaranteed a republican form of government and security against invasion and domestic violence

The United States shall guarantee to every state in this Union a republican form of government, and shall protect each of them against invasion; and on application of the legislature, or of the executive (when the legislature cannot be convened) against domestic violence.

ARTICLE V. Method of Amending the Constitution

The Congress, whenever two thirds of both houses shall deem it necessary, shall propose amendments to this Constitution, or, on the application of the legislatures of two thirds of the several states, shall call a convention for proposing amendments, which in either case shall be valid to all intents and purposes as part of this Constitution, when ratified by the legislatures of three fourths of the several states, or by conventions in three fourths thereof, as the one or the other mode of ratification may be proposed by the Congress, provided that no amendments which may be made prior to the year one thousand eight hundred and eight shall in any manner affect the first and fourth clauses in the ninth section of the first article; and that no state, without its consent, shall be deprived of its equal suffrage in the Senate.

ARTICLE VI. General Provisions

1st Clause: Adoption of the debt of the Confederation

All debts contracted and engagements entered into, before the adoption of this Constitution, shall be as valid against the United States under this Constitution, as under the Confederation.

2d Clause: The supremacy of the Constitution

This Constitution, and the Laws of the United States which shall be made in pursuance thereof; and all treaties made, or which shall be made, under the authority of the United States, shall be the supreme Law of the Land; and

the judges in every state shall be bound thereby, any thing in the Constitution or laws of any state to the contrary notwithstanding.

3d Clause: An oath of loyalty to the Constitution required of all officers, state and national

The Senators and Representatives before mentioned, and the members of the several state legislatures, and all executive and judicial officers, both of the United States and of the several states, shall be bound by oath or affirmation, to support this Constitution; but no religious test shall ever be required as a qualification to any office or public trust under the United States.

ARTICLE VII. Ratification and Establishment of the Constitution

How the Constitution was ratified

The Ratification of the conventions of nine states, shall be sufficient for the establishment of this Constitution between the states so ratifying the same.

Done in Convention by the unanimous consent of the states present the seventeenth day of September in the year of our Lord one thousand seven hundred and eighty seven and of the independence of the United States of America the twelfth.

AMENDMENTS TO THE CONSTITUTION

The first ten amendments make up the so-called Bill of Rights of our Constitution. The other amendments relate to various matters. It is instructive to note that only nineteen amendments have been made to the Constitution in the one hundred and thirty-five years since its origin.

ARTICLE I. Congress Must Not Interfere with Freedom of Worship, Speech, Press, Assembly, or Petition

Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances.

ARTICLE II. The Right to Bear Arms for Certain Purposes

A well regulated militia, being necessary to the security of a free state, the right of the people to keep and bear arms, shall not be infringed.

ARTICLE III. Restrictions on the Right of the Government to Quarter Troops

No soldier shall, in time of peace be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

ARTICLE IV. The Security of Persons and Homes against Unreasonable Searches and Seizures

The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

ARTICLE V. The Provisions Concerning Prosecution, Trial, and Punishment

No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a grand jury, except in cases arising in the land or naval forces, or in the militia, when in actual service in time of war or public danger; nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use without just compensation.

ARTICLE VI. The Guaranties to Persons Accused of Crimes

In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the state and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor and to have the assistance of counsel for his defence.

ARTICLE VII. Rules of Common Law

In suits at common law, where the value in controversy shall exceed twenty dollars, the right of trial by jury shall be preserved, and no fact tried by a jury shall be otherwise re-examined in any court of the United States, than according to the rules of the common law.

ARTICLE VIII. Excessive Bail or Fines and Cruel Punishments Prohibited

Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted.

ARTICLE IX. Unenumerated Rights Safe-guarded

The enumeration in the Constitution, of certain rights, shall not be construed to deny or disparage others retained by the people.

ARTICLE X. The Reserved Powers of the States and the People

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

ARTICLE XI. Restriction of the Judicial Powers

The Judicial power of the United States shall not be construed to extend to any suit in law or equity, commenced or prosecuted against one of the United States by citizens of another state, or by citizens or subjects of any foreign state.

ARTICLE XII. A New Method of Choosing President and Vice President

The Electors shall meet in their respective states, and vote by ballot for President and Vice President, one of whom, at least, shall not be an inhabitant of the same state with themselves; they shall name in their ballots the person voted for as President, and in distinct ballots the person voted for as Vice President, and they shall make distinct lists of all persons voted for as President, and of all persons voted for as Vice President, and of the number of votes for each, which lists they shall sign and certify, and transmit sealed to the seat of the government of the United States, directed to the President of the Senate; The President of the Senate shall, in the presence of the Senate and House of Representatives, open all the certificates and the votes shall then be counted; The person having the greatest number of votes for President, shall be the President, if such number be a majority of the whole number of Electors appointed; and if no person have such majority, then from the persons having the highest numbers not exceeding three on the list of those voted for as President, the House of Representatives shall choose immediately, by ballot, the President. But in choosing the President, the votes shall be taken by states, the representation from each state having one vote; a quorum for this purpose shall consist of a member or members from two thirds of the states, and a majority of all the states shall be necessary to a choice. And if the House of Representatives shall not choose a President whenever the right of choice shall devolve upon them, before the fourth day of March next following, then the Vice President shall act as President, as in the case of the death or other constitutional disability of the President. The person having the greatest number of votes as Vice President, shall be the Vice President, if such number be a majority of the whole number of Electors appointed, and if no person have a majority, then from the two highest numbers on the list the Senate shall choose the Vice President; a quorum for the purpose shall consist of two thirds of the whole number of Senators, and a majority of the whole number shall be necessary to a choice. But no person constitutionally ineligible to the office of President shall be eligible to that of Vice President of the United States.

ARTICLE XIII. Slavery Abolished

SECTION I.

Neither slavery nor involuntary servitude, except as a punishment for crime whereof the party shall have been duly convicted, shall exist within the United States or any place subject to their jurisdiction.

SECTION II.

The Congress shall have power to enforce this article by appropriate legislation.

ARTICLE XIV. National Citizenship Defined

SECTION I.

All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside. No state shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any state deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.

SECTION II. Penalty for violation of previous section

Representatives shall be apportioned among the several states according to their respective numbers, counting the whole number of persons in each state, excluding Indians not taxed. But when the right to vote at any election for the choice of electors for President and Vice President of the United States, representatives in Congress, the executive and judicial officers of a state, or the members of the legislature thereof, is denied to any of the male inhabitants of such state, being twenty-one years of age and citizens of the United States, or in any way abridged, except for participation in rebellion, or other crime, the basis or representation therein shall be reduced in the proportion which the number of such male citizens shall bear to the whole number of male citizens twenty-one years of age in such state.

SECTION III. Penalty for participation in an insurrection

No person shall be a senator or representative in Congress, or elector of President and Vice President, or hold any office, civil or military, under the United States, or under any state, who, having previously taken an oath, as a member of Congress, or as an officer of the United States, or as a member of any state legislature or as an executive or judicial officer of any state, to support the Constitution of the United States, shall have engaged in insurrection or rebellion against the same, or given aid or comfort to the enemies thereof. But Congress may by a vote of two thirds of each House, remove such disability.

SECTION IV. Validity of debts incurred during an insurrection

The validity of the public debt of the United States, authorized by law, including debts incurred for payment of pensions and bounties for services in suppressing insurrection or rebellion, shall not be questioned. But neither the United States nor any State shall assume or pay any debt or obligation incurred in aid of insurrection or rebellion against the United States, or any claim for the loss or emancipation of any slave; but all such debts, obligations and claims shall be held illegal and void.

SECTION V. Possible powers of Congress

The Congress shall have power to enforce, by appropriate legislation, the provisions of this article.

ARTICLE XV. Discrimination between Citizens Forbidden

SECTION I.

The right of citizens of the United States to vote shall not be denied, or abridged by the United States or by any state on account of race, color, or previous condition of servitude.

SECTION II.

The Congress shall have power to enforce this article by appropriate legislation.

ARTICLE XVI. Income Taxes Authorized

The Congress shall have power to lay and collect taxes on incomes, from whatever source derived, without apportionment among the several states, and without regard to any census or enumeration.

ARTICLE XVII. Direct Election of Senators Provided

1st Clause:

The Senate of the United States shall be composed of two senators from each State, elected by the people thereof, for six years; and each senator shall have one vote. The electors in each state shall have the qualifications requisite for electors of the most numerous branch of the state legislature.

2d Clause:

When vacancies happen in the representation of any state in the Senate, the executive authority of such state shall issue writs of election to fill such vacancies: *Provided*, That the legislature of any state may empower the executive thereof to make temporary appointments until the people fill the vacancies by election as the legislature may direct.

3d Clause:

This amendment shall not be so construed as to affect the election or term of any senator chosen before it becomes valid as part of the Constitution.

ARTICLE XVIII. Prohibition of Intoxicating Liquor

SECTION I.

After one year from the ratification of this article the manufacture, sale, or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof for beverage purposes is hereby prohibited.

SECTION II.

The Congress and the several states shall have concurrent power to enforce this article by appropriate legislation.

SECTION III.

This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of the several States, as provided in the Constitution, within seven years from the date of the submission hereof to the states by the Congress.

ARTICLE XIX. Woman Suffrage

SECTION I.

The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any state on account of sex.

SECTION II.

Congress shall have power by appropriate legislation to enforce the provisions of this article.

H—SIMPLIFIED PARLIAMENTARY PROCEDURE[1]

I. Necessity of parliamentary rules. Rules of procedure in the conduct of meetings are as necessary as rules for games. The rules now accepted as common parliamentary law have been accepted because, in the language of Thomas Jefferson, they have been found to best subserve accuracy in business, economy of time, order, uniformity, and impartiality.

[1] Based by permission on *Parliamentary Usage* by EMMA A. FOX. Published by Doubleday, Page and Company, New York. Compare also HALL AND STURGIS, *Textbook on Parliamentary Law*, The Macmillan Co.

II. **The presiding officer.** The presiding officer of an organization is called a speaker, a moderator, a president, or a chairman, according to established custom in that particular kind of an organization. It is the duty of a presiding officer to be regular and prompt in attendance at meetings of the society; to call the meetings to order at the specified time; to preserve order; to entertain motions which are in order, and at the proper time to put them to vote; to repeat the motion under consideration, or cause the secretary to read it, whenever asked to do so by a member; to give respectful attention to the discussion of members; to announce the result of all votes; and in general to carry forward the business of the assembly to the conclusions which it deserves to reach. He is always addressed by the title belonging to the office, as Mr. President, Mr. Chairman, and never by his name; but whatever his official title, he always speaks of himself as *the chair*.

III. **The secretary.** The chief duty of the secretary is to keep an accurate record of the proceedings at meetings and to send out official notes of decisions of meetings. He should:

1. Begin the minutes of each meeting at the top of a page.
2. Put the place and date of the meeting on the first line.
3. Be careful not to omit the date of the meeting below the minutes on account of having put it above.
4. Leave a margin of about one inch at the left of the page.
5. Indent the first line of every paragraph about half an inch.
6. Be sure the margin and the indentions are the same from the top to the bottom of the page.
7. Make a separate paragraph for the statement of each separate motion.
8. Record the name of the mover of every motion.
9. Make a separate paragraph for the statement of each separate vote taken.
10. Use abbreviations very sparingly, if at all.
11. Record brief extracts from speeches, if important.
12. Make no comment of any kind, favorable or unfavorable, on the speeches or remarks of any speaker.

IV. **Other officers.** Parliamentary law prescribes the duties of only two officers, one to preside and one to keep the records. Every organization has the power by special regulation to create such other offices as circumstances may require, and to prescribe the duties of such officers.

V. **Committees.** The employment of committees is such a convenient method of facilitating the transaction of business that their appointment is a settled custom in all organizations. Every committee is headed by a chairman who is usually the one named first at the time of appointment. A committee has no right to incur any debt or involve the organization in any way unless it is given full authority to do so. Under no consideration should one or more members of a committee go ahead with the business unless a quorum, usually a majority of the committee, is present

VI. **Order of business.**

1. Meeting called to order by the chairman
2. The reading of minutes by the secretary
   (*a*) May be approved as read
   (*b*) May be approved with corrections
3. Reports of officers
4. Reports of standing committees as called for by the chairman
5. Reports of special committees as called for by the chairman
6. Unfinished business
7. Miscellaneous business
8. Adjournment

VII. 1. Business may be brought before a meeting by offering a motion in the following form: "Mr.————." Member does not continue until the Chairman indicates that the member may speak by saying: "Mr.————", or "Mr.———— has the floor." Then he continues: "I move that, etc." Another member says: "I second the motion." The presiding officer repeats the motion and then it is said to be "before the house." It may then be discussed and voted upon.

2. A motion to "lay on the table" is intended to postpone the subject under discussion in such a way that it can be taken up at

some future time by a motion to "take from the table." Neither of these motions is debatable or amendable.

3. A motion for the previous question is made for the purpose of closing debate. It is not debatable. The form is "I move the previous question." If the motion is seconded, the presiding officer says: "The previous question is moved and seconded," and puts the question to vote. If the motion is carried by a two thirds vote, no more debate is allowed and those present vote on the motion that has been under discussion.

4. A motion to "reconsider" is intended to recall a motion that has been voted on. The motion may be made only by a member who has voted on the prevailing side. No question may be twice reconsidered. The motion to reconsider is debatable if the motion to which it relates is debatable, not otherwise.

GENERAL INDEX

(For Problem Index, see p. 543.)

Accidents, 128; causes of, 143, 144; (graph), 143; in rural districts, 145, 146; prevention of, 141–143; (illus.), 140–142
Accused, rights of, 68–70
Act, the Drug and Food, 123, 124; Hepburn, 167, 168
Adams, John, 172
Adults, play centers for, 212
Advancement, training for, 278–280; (illus.), 278, 280
Advisers, President's, 414, 415
Agencies, educational, 174; employment, 198, 341; welfare, 191
Agent, farm, 230; health, 151
Agriculture, Department of, 228
Airmail, 367; (illus.), 366
Airplane, 361, 379, 380; (illus.), 366, 395
Airship, dirigible, 396
Air transportation, 394–396; (illus.), 395
Aliens, and citizenship, 50, 51; (illus.), 50; rights of, 44
Allegiance, Oath of, 45
Alleys, clean, 130, 139
Amending the federal Constitution, 416, 417, 519
Amendments, federal, 417, 453; state, 429, 431
American, Bell Telephone Company, 370; colonies, 43; Federation of Labor, 336; ideals, 474, 475; Telephone and Telegraph Company, 370, 371; (graph), 335
American's Creed, The, 54, 55
Antitoxin, 120
Appellate courts, 433
Army, the, 410, 426; (illus.), 415
Articles of Confederation, 407, 408, 427
Assembly, state, 432
Associated Charities, 191
Associations, farm loan, 355; rural improvement, 234, 235; (illus.), 234
Athenian Oath, 36
Attitude, law-abiding, 74–76; (illus.), 75; toward taxation, 103
Attorney-general, 431
Attorney, county prosecuting, 443
Auditor, state, 431
Australian ballot, modified, 455
Autobus, 378–380
Automobile, 378–380; National Chamber of Commerce, 145; in transportation, 387–389; (illus.), 388
Autotruck, 378, 379
Avoiding ill health, 118

Ballot, the, 455, 456; long, 456; modified Australian, 455; short, 456
Banking laws, 347, 350
Banks, commercial, 347, 348; drafts on, 352; federal land, 228, 355; Federal Reserve, 350; judging a, 351, 352; (statement), 352; (table), 353; interest in, 346; kinds of 347; national, 347, 350; notes, 350; private, 347; savings.

347–349; state, 347, 350; trust company, 347, 349, 350
Barton, Clara, 195, 196; (illus.), 196
Beauty, civic, 95; (illus.), 93
Belief of American citizen, 54, 55
Bell, Alexander Graham, 361, 370
Bill of Rights, federal, 104, 412, 417; state, 429
Blind-alley, 278
Bloc, farm, 230
Board, of education, 181; of health, 120; of review, 446; of supervisors, 442
Boat, canal, 379
Bok, Edward, (illus.), 46
Bond, a, 69
Books recommended for teachers, 498
Borough, 83. *See* City
Boulevards, importance of, 129
Boycott, 336, 337
Boy Scouts of America, 211, 258; Code, 75
Broadcasting stations, 373
Budget, main items in family, 292, 293; making a, 291, 292; (diagram), 291
Building permits, 128
Bureau, farm, 230
Business, organizations, 86, 331–333; and thrift, 294

Cabinet, the, 415
Cable, 365; transoceanic, 369, 379
Cablegram, 370
Calendar, court, 432
Campaigns, political, 460, 461
Camp Fire Girls, 211, 258
Camps, summer, 211
Canals, 389–391; (map), 390; boat, 379; Erie, 389
Capital, 327, 328; (illus.), 327; and labor, 325, 334–336; (graph), 335
Capitol of the United States, (illus.), 404
Card, community score, 498–501
Carnegie, Andrew, 290
Cashier's check, 351
Catholic Welfare League, 191
Caucuses, 459
Causes of accidents, 143, 144; (graph), 143
Centers, civic, 95; recreation, 129
Certain cost, 310
Certified check, 351
Changes in city government, 89
Character training, 178, 179
Charity, cost of, 196; and taxation, 196
Charter, city, 87
Check, 348, 351; cashier's, 351; certified, 351; traveler's, 354
Child labor, 337, 338; laws, 275
Children, courts, 72; relief of, 194, 195
Choice of work, 270–272, 275–277; (illus.), 270, 271, 273, 274, 276
Church and good roads, 385, 386
Circulating library, 235; (illus.), 234
Citizen, a good, 51; a law-abiding, 74–76; (illus.), 75; belief of American, 54, 55; duties of, 43, 44; meaning of, 41; rights of, 43, 44, 417
Citizen, school, and fairness, 27, 28; and good sportsmanship, 30, 31
Citizenship, and aliens, 50, 51; (illus.), 50; and education, 172–174, 178; (illus.), 173; and habits, 34, 35; (cartoon), 34; and the constitution, 41, 42; (illus.), 42; and the home, 52, 53; as a source of immigration, 47, 48;

(diagram), 47; need for school, 36, 37, 174
Citizenship, school, and courtesy, 25–27; need for, 36, 37, 174
City, borough, 83; boulevards, importance of, 129; charter, 87; coöperation, 85, 94, 97, 105, 106; council, 87, 89; growth, 86, 87, 92–94, 439, 440; interdependence of country and city communities, 224; meaning, 84, 85; metropolitan area, 92, 93; organization, 87; planning, 94; (illus.), 93; schools, 237, 238; services, 88, 94, 104; streets, 96, 97; zoning, 92, 128, 129
City government, 84; by city manager, 89–91; (diagram), 90; (graph), 91; by commission, 87, 89; by mayor-council, 89; changes in, 89; departments, 87, 88
Civic, beauty, 95; (illus.), 93; centers, 95
Civil War, 389
Classes of dependents, 189, 190
Classification of banks by service, 347, 348
Clerk, county, 443
Code, of Boy Scouts of America, 75; of sportsmanship, 31; sanitary, 131
Coinage of money, 410, 426
Colonies, American, 43
Commerce Commission, Interstate, 123, 167, 410
Commission, county, 442; form of city government, 87, 89; form of county government, 445; interstate commerce, 123, 167, 410; public utility, 168; radio, 373; state utility, 167
Communication, by postal service, 365–368; (illus.), 366; (map), 367; by printing, 363–365; (illus.), 364; by radio, 371–373; (illus.), 372; (cartoon), 373; dependence on means of, 360, 361; other agencies of, 373, 374; progress in, 361; transoceanic, 369, 370
Community, 8, 9; (illus.), 9; best type of, 246; fund, 191; helping a, 11–14; (illus.), 13; (diagram), 20; interdependence of county and city, 224; life, 11–14; measuring a, 246–248; (diagram), 247; membership in a, 12; requirements for best, 248–250; (diagram), 249; (illus.), 252, 253, 255, 257; results of measuring a, 263, 264; sacrifices for betterment of, 264, 265; school as, 22; score card, 498–501; services, 157, 158, 160, 162–165; urban, 439, 440
Companies, insurance, 310
Compensation law, 316, 317
Compulsory education, 179
Congress, 41, 48, 89, 151, 167, 350, 372, 373, 408, 412, 415, 417, 439; (chart), 424; (ad), 425
Conservation of natural resources, 296; (illus.), 298
Consolidated schools, 238–240, 383; (illus.), 239
Constitution, and citizenship, 41, 42; (illus.), 42; federal, 104, 151; relation of state to federal, 426, 427; (illus.), 427; (diagram), 428; state, 87, 104, 428, 429
Constitution of the United States, 38, 41, 44, 48, 453, 475, 505–525; amending the, 416, 417, 519; how made, 407; preamble to, 406; purpose of, 406; study of,

418, 419; (diagram), 419; why made, 407, 408
Constitutional, convention, 407; government, 403–406; (illus.), 404, 405
Contrasts between city and rural, life, 222–224; schools, 237, 238
Control, government, 167
Controller of the Currency, 350
Conventions, constitutional, 407; party, 459
Coöperation, between capital and labor, 334–336; (graph), 335; city, 85, 94, 97, 105, 106; community, 9–14; (illus.), 13; (cartoon), 10; farmers, 8, 231, 232; (illus.), 231–233; (graphs), 242, 243; health, 118, 122, 126, 127, 133–135; (cartoon), 132, 134; in industry, 323; law enforcement, 61; local, 97; municipal, 85; school, 22
Copyright, 333
Corporations, 331–333, 393; and recreation, 212, 213
Costs, and causes of fire, 149, 150; (graph), 149; certain, 310; of charity, 196; of public utilities, 159, 162–164; of trials, 69, 70; transportation, 385, 387, 389, 391
Council, city, 87, 89; mayor, 89
Counselor, vocational, 275
County, 439; officials, 442, 443; attorney, 443; clerk, 443; commissioners, 442; courts, 433; decrease in importance of, 439–441; (illus.), 440; duties of, 442; government, 84, 438, 441, 442, 444, 445; judge, 444; taxes, 442
Courtesy, everyday, 25–27; (illus.), 26
Courts, appellate, 433; calendar, 432; children's, 72; circuit, 433; county, 433; district, 433; federal, 410, 415, 416; juvenile, 72–74; (illus.), 73; state, 429, 433
Credit, 350, 355; letters of, 352–354
Creed, The American's, 54, 55
Crime, expense of, 70; extent and punishment of, 65–68; (illus.), 66, 67; increase of, 71; prevention of, 71
Crop rotation, 299
Currency, 410

Dalton Plan, 483
Darius Green and His Flying Machine, John T. Trowbridge, 394
Declaration of Independence, 43, 475, 476, 501–515; (illus.), 502, 504
Declaration of war and peace, 410
Deeds, register of, 444
Delivery, rural free, 236, 366, 367
Democracy, aims of education in a, 174–179; ideals of, 475; (illus.), 475
Democratic party, 458, 462
Department, of agriculture, 228; fire, 88, 147, 148; (illus.), 148; placement, 275; police, 88, 139–141; (illus.), 63; post office, 165, 361, 365; of public health, 121; of public safety, 150, 151
Dependence, national, 15; of modern farmer, 6–8; (illus.), 7; on means of communication, 360, 361; on others, 3–21; (diagram), 19, 20; on transportation, 377–379; preventing, 196–198
Dependents, and needy, 189; classes of, 189, 190
Development, of language, 362, 366; (table), 362; of postal

service, 366–368; (illus.), 366; (map), 367
Devices and methods of teaching civics, *see* Methods
Dignity of labor, 341
Direct, legislation, 464, 465; primary, 459; tax, 110
Dirigible airship, 396
District, attorney, 443; courts, 433; schools, 181, 182
Division, of authority in national government, 410; (diagram), 409; of labor, 326
Dixie Highway, 382
Domain, eminent, 85
Drafts, bank, 352
Drug and Food Act, The, 123, 124
Duties, of citizens, 43, 44; of county government, 442; import or export, 410, 426

Economics, home, 127, 235
Education, and citizenship, 172–174, 178; (illus.), 173; and health, 126, 127, 132, 133, 196; board of, 181; compulsory, 179; goal of, 174; in safety, 119, 196; in thrift, 300; provisions for, 172; religious, 262
Educational, advancement, 278–280; (illus.), 278, 280; agencies, 174; aims in a democracy, 174–179; value of play, 204, 205
Elections, honest, 463, 464; presidential, 454; purpose of public, 452; school, (illus.), 472; times of, 454
Electricity, 160–162, 166; (illus.), 161
Eminent domain, 85
Employees, 336
Employers, 336; liability law, 128, 316
Employment agencies, 198, 341
Epidemics, and public health, 119, 120, 125; (graph), 119
Erie Canal, 389
Exchange Club motto, 265
Executive, national, 414
Executive department, national, 410; (diagram), 409; state, 429, 430
Expense, of crime, 70; of roads, 382
Export duties, 410, 426
Express, pony, 366

Fair-mindedness, 28, 29; motto of New York City Public Library, 28
Farm, agent, 230; bloc, 230; bureau, 230; labor, 226, 227; loan act, 227, 355; loan association, 355
Farmers, and good roads, 383; coöperation of, 8, 231, 232; (illus.), 231–233; (graph), 242, 243; dependence of modern, 6–8; (illus.), 7; institute, 230
Farming, efforts to improve, 228–231; (illus.), 229; financing, 227, 228, 354; importance of, 221
Federal, and state constitution, 426, 427; (illus.), 427; (diagram), 428; constitution, 104, 151, 505–525; courts, 410; Farm Loan Board, 355; Farm Loan system, 355; government, 83, 84, 391, 393, 407–410, 417; government and health, 122–124; (illus.), 123; Land Bank, 228, 355; Reserve Act, 350; Reserve banks, 350; Reserve Board, 350; taxes, 109, 410; (illus.), 423
Field, Cyrus W., 370
Fines, 70
Fire, cost and causes of, 149, 150;

(graph), 149; department, 88, 147, 148; (illus.), 148; forest, 297; (illus.), 295; traps, 151
Flag, pledge to our, 41, 55; saluting the, 55; (illus.), 177; (cartoon), 34
Food and Drug Act, The, 123, 124
Foreign countries, treaties with, 410, 414, 427
Forman's leisure-time table, 218
Forum, public, 374
Franchise, public, 96, 97, 165–167
Franklin, Benjamin, 172, 290, 295; (illus.), 290; *Poor Richard's Almanac*, 295
Fraud, laws against, 151
Fund, community, 191; state school, 182

Game laws, 299
Gas, 160–162, 165
General Motors, 333
Girl Scouts, 211
Golden Rule, The, 29, 336
Government, and health, 120–124; (illus.), 121, 123; city, 84, 87, 88, 89; city manager, 89–91; commission, 87, 89, 445; control, 167; county, 84, 438, 441, 442, 445; improvement of county, 444, 445; interest in national, 403; local, 83, 84, 403, 439; municipal, 83, 84; pupil, 23, 24, (illus.), 24; state, 83, 84, 87, 391, 393, 403, 428, 429; township, 84, 438, 445
Government, federal, 83, 84, 391, 393, 407, 410, 417; constitutional, 403–406; (illus.), 404, 405; division of authority in, 410; (diagram), 409; form of, 408–410; interest in, 403; powers of, 410
Governor, 89, 430, 433
Group, life, 3, 4, 9–11; (illus.), 4, 5; insurance, 315, 316; membership in a, 9–11
Growth of, cities, 86, 87, 92, 94, 439, 440; modern industry, 323, 324; (illus.), 324
Guidance, counselor, 275; vocational, 272–275
Gutenberg, Johann, 376
Gymnasiums, school, 126

Habeas corpus, 444
Habits and citizenship, 34, 35; (cartoon), 34
Hale, Nathan, 481; (illus.), 42
Hamilton, Alexander, 287; (illus.), 287, 457
Handicapped, methods of helping the, 190; institutions for the, 192–194; (illus.), 193–195, 200
Hauls, long, 167; short, 167
Health, agents, 151; and education, 126, 127, 132, 133, 196; and epidemics, 119, 120; (graph), 119; and housing, 128; and local government, 120, 121; (illus.), 121; and school, 126, 127; and state government, 121, 122; and United States government, 122–124; (illus.), 123; and water, 120, 160; and work conditions, 127, 128; avoiding ill, 118; board, 120; by coöperation, 118, 122, 126, 133–135; (cartoons), 132, 134; department, 121; laboratory, 121–123; laws, 128; public, 88, 117, 118, 133; value of, 117, 174
Hepburn Act, 167, 168
Hieroglyphics, (illus.), 362
High school, value of, 182, 183; (graph), 182
Highways, and home life, 384; and taxation, 106; better, 380; commissions, 382, 431; national, 382

Hobbies, 209; (illus.), 210
Home, and citizenship, 52, 53; economics, 127, 235; life, 176; life and highways, 384; rule, 92
House of Representatives, 410, 412, 431, 454; (illus.), 413; (diagram) 409; (map), 411
Housing and health, 128
Hubbard, G. G., 370
Humane Society, 191

Ideals, 474; American, 474, 475; of law, 476; of leaders, 479–481; (creed), 480; of liberty and democracy, 475; (illus.), 475; of patriotism, 481, 482; (illus.), 478; of service, 335; of toleration, 476; of world relationships, 476–478
Immigration, as a source of citizenship, 47, 48; (diagram), 47; restriction of, 48, 49; (graph), 49
Import duties, 410, 426
Income, 291; tax, 109
Independence Hall in Philadelphia, (illus.), 504
Indirect tax, 110
Industry, coöperation in, 323; growth of modern, 323, 324; (illus.), 324; women in, 339, 340; safety in, 146, 147; (illus.), 146
Inheritance tax, 109
Initiative, 465
Injunction, 444
Inspector, radio, 373
Institute, farmer's, 230
Institutions for the handicapped, 192–194; (illus.), 193–195, 200
Insurance, amount of, 312; companies, 310; group, 315, 316; kinds of, 312; (illus.), 311; (cartoon), 317; need for, 307, 308; policy, 310, 311; services furnished by, 313, 314; (graphs), 313, 314; social, 315, 316; what is, 308–310; (illus.), 309
Internal revenue taxes, 109
Interstate Commerce Commission, 123, 167, 410
Inventions, importance of, 331
Investments, 294
Ironwood, Michigan, Students' Handbook, 32, 33
Issues, public, 459, 468

Jefferson, Thomas, 172, 458, 475; (illus.), 457
Judge, County, 444
Judicial department, national, 410; (diagram), 409
Jury, a, 68; trial by, 68, 69; (illus.), 69
Justice of the peace, 433
Juvenile courts, 72–74; (illus.), 73

Kiwanis Club motto, 265

Labor, and capital, 325, 334–336; (graph), 335; child, 337, 338; dignity of, 341; division of, 326; farm, 226, 227; laws, 337; party, 458; pioneer, 325; semi-skilled, 327; skilled, 327; unions, 336, 337; unskilled, 326
Laboratory, public health, 121–123
Labor-saving devices, importance of, 331
Langley, Samuel P., 394
Language, development of, 362, 363; (table), 362
Law enforcement, coöperation in, 61; purpose of, 63, 64; (illus.), 63
Law-making power, 412
Laws, against fraud, 151; banking, 347, 350; child-labor, 275; em-

ployer's liability, 128, 316; game, 299; health, 128; ideals of, 476; labor, 337; local, 87; need for, 22, 23; (illus.), 23; obeyed or changed, 74; protecting women, 339; pure food, 123; (illus.), 123; radio, 371–373; railroad, 393, 394; rehabilitation, 198; safety, 144, 146, 198; school, 179, 181; smoke and fumes, 129; state, 432, 433; transportation, 144, 164; water, 131, 160; why made, 61–63; (illus.), 62; workmen's compensation, 316, 317
Leaders, ideals of, 479–481; (creed), 480
League of Nations, 458; and world relations, 478, 479
Lee Highway, 362
Legislation, direct, 464, 465
Legislative department, national, 410; (illus.), 413; (map), 411; (diagram), 409; (chart), 424; (ad), 425; state, 429, 431, 432
Legislature, restricting the state, 433; state, 89
Lengths, wave, 372
Letters, of credit, 352–354; special delivery, 367
Liberty, ideals of, 475; (illus.), 475
Library, circulating, 235; (illus.), 234; New York City Public, motto, 28; securing and using a class, 493–497; (illus.), 493.
Library, using a class, 17, 18, 37, 38, 57, 58, 77, 78, 99, 112, 113, 136, 137, 152, 153, 170, 185, 186; 201, 217, 241, 281, 282, 302, 303, 318, 342, 343, 357, 375, 397, 398, 421, 422, 434, 435, 448, 470; (illus.), 180, 493
Licenses, 144
Lieutenant-governor, 431
Life, community, 11–14; contrasts between city and rural, 222–224; early group, 3, 4; (illus.), 4, 5; highways and home, 384; home, 176
Lighting and power, 160–162; (illus.), 161
Lincoln, Abraham, 75, 76, 290, 458, 461, 476, 480; (illus.), 280
Lincoln Highway, 382
Linotype, 365; (illus.), 364
Lip reading, 193
Liska, John, 384
Loan, federal farm, 227, 355
Lookout, fire, (illus.), 295
Loss, uncertain, 310

Machine, voting, 455; (illus.), 464
Madison, James, 408
Mail service. *See* Postal service
Manager, city, 89–91
Mandamus, 444
Marconi, William, 371
Material, raw, 330
Maxims on thrift, 290
Mayor, 88, 89, 91
Mayor-council form of city government, 89
Measuring a community, 246–248; (diagram), 247
Methods, and devices of teaching civics, 483–489; attendance at meetings, 485; bulletin board, 487; class notebook, 486, 487; class scrapbook, 486; excursions, 484; habits of study, 488, 489; of helping the handicapped, 190; individual differences, 487, 488; old *vs.* new, 483; organization of classes, 485; (illus.), 485; participation, 484; specific, 483; talks by adults, 486; voting, 456
Militia, state, 430

Modified Australian ballot, 455
Money, coinage of, 410, 426; orders, 368
Monopolies, 167; and trusts, 333, 334
Morse, Samuel F. B., 368, 369; (illus.), 369
Mothers' pensions, 195
Mottos of Exchange, Kiwanis and Rotary Clubs, 265
Movement, short-ballot, 456
Municipal, corporation, 85; government, 83, 84; ownership, 167, 168; (illus.), 166; parks, 212
Municipality, 83

National, Association for Constitutional Government, 418; Automobile Chamber of Commerce, 145; banks, 347, 351; courts, 415, 416; dependence, 15; executive, 414; Good Roads Essay Contest, 385; Rehabilitation Act, 198; Thrift Committee, 304, 305; Thrift Committee slogan, 340; Thrift Week, 295; Trail, 382
National government, interest in, 403. *See* Federal government
Naturalization, 44–47, 50; (illus.), 46
Natural resources, conservation of, 296; (illus.), 298; and thrift, 295–299; (illus.), 295–298; (diagram), 301
Navy, the, 410, 426; (illus.), 416
Needy and dependent, the, 189
Newspaper, the, 164, 364, 365, 369, 460, 468; (illus.), 364
New York City Public Library motto, 28
Night schools, 278; (illus.), 50
Nonpartisan system, 458, 459
Northwest Territory, 173
Notebook work and problem solving. *See* Problem solving
Notes, bank, 350
Nurse, public-health, 124–126; school, 127

Oath, Athenian, 36
Oath of Allegiance, 45
Offenders, kinds of, 66, 67
Officers, state, 430, 431
Officials, administrative county, 442, 443; township, 446
Old Ladies' Home, 191
Old Spanish Trail, 382
Ordinance of 1787, 173
Ordinances, 87
Organization, business, 86, 331–333; of cities, 87; of workers, 336, 337
Orphans, 194, 195
Orthopedics, 127
Ownership, of railroads, 393, 394; municipal, 167, 168; (illus.), 166; private, 168, 169; public, 168
Oxcart, 379; (illus.), 378

Page, William Tyler, 54, 55
Panama Canal, 390
Parks, 88; importance of, 129; municipal, 212
Parliamentary procedure, simplified, 525–528; committees, 527; necessity, 525; order of business, 527, 528; other officers, 527; presiding officer, 526; secretary, 526.
Parties, political, 457–459; (illus.), 457; conventions, 459
Patent, 333
Patriotism, 280; ideals of, 481, 482; (illus.), 478
Peace, declaration of, 410
Penalties, 67

Pensions, mothers', 195
Permits, building, 128
Plank, 458
Platform, 458
Play, centers for adults, 212; educational value of, 204, 205; in the schools, 206, 207; meaning of, 203; neglect of, 214; places to, 211; supervision of, 211
Playgrounds, importance of, 129; (cartoon), 155; public, 205, 206, 211; (illus.), 205; school, 126; (illus.), 125, 126
Pledge to our flag, 41, 55
Police, protection, 88, 139–141; (illus.), 63; state, 430
Policy, insurance, 310, 311
Political, campaigns, 460, 461; parties, 457–459; (illus.), 457
Politics, unfairness in, 462, 463
Polls, 445, 455, 465, 467
Pony express, 366
Poor Richard's Almanac, Benjamin Franklin, 295
Postal, money orders, 368; savings, 368
Postal service, 164, 165, 360, 361; in early days, 365, 366; recent developments in, 366–368; (illus.), 366; (map), 367
Post Office Department, 165
Poverty, preventing, 196–198; preventing in England, 197
Power and lighting, 160–162; (illus.), 161
Preamble to, Constitution of the United States, 406, 475, 506; state constitution, 429
Premium, 310
President of the United States, 44, 89, 414, 415; (illus.), 405; advisers, 414, 415; cabinet, 415
Primary, direct, 459
Printing, communication by, 363–365; (illus.), 364
Private, banks, 347; ownership, 168, 169
Probation, 71, 73
Problems, importance of, 447. *See* Problem Index (pages to be added)
Problem, solving and notebook work, 489–493; assignment, 492; form, 490; good beginning, 490; (illus.), 491; interviewing public officials, 492, 493; time, 492; value, 489, 490
Production, large scale, 328–330; (illus.), 329; (graph), 330–332
Prohibition party, 458
Protection, of life and taxation, 104, 105; of property and taxation, 105, 106; police, 88, 139–141; (illus.), 63
Public, community services, 157, 158, 160, 162–165, 403; forum, 374; franchise, 96, 97, 165–167; issues, 459, 468; ownership, 168; playgrounds, 205, 206; (illus.), 205; safety, 139, 147; (cartoon), 155; utilities, 157, 165, 168; (illus.), 159; utility commission, 168
Public health, 88, 117, 118, 133; and epidemics, 119, 120, 125; (graph), 119; departments, 121; laboratory, 121, 122
Public-health nurse, 124–127
Public-safety department, 150, 151
Pupil, government, 23, 24; (illus.), 24; law-abiding, 74, 75

Radio, 237, 360, 361, 460; and wireless, 371–373; (illus.), 372; (cartoon), 373; commission, 373; inspector, 373; laws, 371–373

Railroads, 377, 379, 380, 391–393; (illus.), 392, 393; laws, 393, 394; ownership of, 393, 394. *See* Railways
Railways, steam, 163, 164; street, 162, 163. *See* Railroads
Rate, tax, 114
Reading, *see* Library
Reading, lip, 193
Recall, 465
Recreation, and corporations, 212, 213; and travel, 213, 214; (cartoon), 213; centers, 129; kinds of, 207–211; (illus.), 208–210, 215; meaning of, 203
Red Cross, The, 195, 196
Rediscounting, 350
Referendum, 465
Refrigeration, 165
Rehabilitation, 198, 199; (illus.), 199
Religious, education, 262; life and good roads, 385, 386
Republic, 408, 414, 426
Republican party, 458, 463
Reservations, forest, 297; (illus.), 298
Restraint of trade, 334
Revere, Paul, 361
Review, board of, 446
Revolutionary War, 43, 361, 407
Rights, of accused, 68–70; of aliens, 44; of citizens, 43, 44, 417; eminent domain, 85; state, 429; of way, 389
Rights, Bill of, federal, 104, 412, 417; state, 429
Riis, Jacob A., (illus.), 46
Roads, good, and cost of transportation, 384, 385; and the farmer, 383; and home life, 384; and religious life, 385, 386; benefits of, 383, 384; commission, 382; demand for, 380–382; (illus.), 381; essay contest on, 385; expense of, 382; maintenance of, 387
Roosevelt, Theodore, 225, 295, 476, 480; (creed), 480
Rotary Club motto, 265
Rotation, crop, 299
Rule, The Golden, 29, 336; home, 92
Rules, of National Thrift Committee, 305; need for, 22, 23; (illus.), 23
Rural districts, accidents in, 146; discontent in, 225, 226; safety in, 145, 146; (cartoon), 145
Rural schools, 237, 238; improvement of, 238–240, 383; (illus.), 239

Safety, department of public, 150, 151; education, 119, 196; industrial, 146, 147; (illus.), 146; in rural districts, 145, 146; (cartoon), 145; laws, 144, 146, 198; public, 139, 147; (cartoon), 155
Saluting the flag, 55; (illus.), 177; (cartoon), 34
Salvation Army, 191
Sanitary code, 131
Savings, banks, 347–349; losing one's, 293, 294; postal, 368
School, and health, 126, 127; as a community, 22; consolidated, 238–240, 383; (illus.), 239; contrasts between city and rural, 237, 238; coöperation, 22; districts, 181, 182; election, (illus.), 472; gymnasium, 126; improvement in rural, 238–240, 383; (illus.), 239; kinds of, 181; (illus.), 175, 176; laws, 179, 181;

medical inspection in, 127; night, 278; (illus.), 50; nurse, 127; playgrounds, 126; (illus.), 125, 126; play in the, 206, 207; spirit, 32, 33; state control of, 181, 182; taxation, 107, 108, 181; (graph), 107; value of high, 182, 183; (graph), 182
Score card, community, 498–501
Seal of the United States, (illus.), 475
Secretary, of State, 414, 431; of the Treasury, 350
Security, 348
Selectmen, 446
Semaphore, traffic, 387
Senate, United States, 410, 412, 415, 431, 454; (diagram), 409
Service, city, 88, 94, 104; furnished by insurance, 313, 314; (graphs), 313, 314; ideal of, 335; postal, 164, 165; public community, 157, 158, 160, 162–165, 403; United States Public Health, 122, 124, 128
Sheriff, 442, 443
Short ballot, 456; movement, 456
Short hauls, 167
Signals, stop, 387
Signing the Declaration of Independence, (illus.), 502
Smithsonian Institution, 394
Smoke nuisance, 129
Social insurance, 315, 316
Socialist party, 458
S. O. S., 371
Spendthrifts, 285, 356
Spirit, school, 32, 33
Sportsmanship, code, 31; school citizen and good, 30, 31
Standard Oil Company, 333
State, and federal constitution, 426–429; (illus.), 427; (diagram), 428; and health, 121, 122; assembly, 432; banks, 347, 351; constitution, 87, 104, 428, 429; control of schools, 181, 182; courts, 433; Department of Health, 121, 122; executive, 430; government, 83, 84, 87, 391, 393, 403, 428, 429; health laws, 128; laws, 432, 433; legislature restrictions, 433; militia, 430; officers, 430, 431; police, 430; school fund, 182; taxes, 109, 110, 181, 429; utility commission, 167
Stations, broadcasting, 373
Steamship, 379
Steinmetz, Charles P., (illus.), 46
Stockholders, 393
Stop signals, 387
Streets, and taxation, 106; clean, 130, 139; railways, 162, 163, 165; use of city, 96, 97
Strike, 336
Students' Handbook, Ironwood, Michigan, 32, 33
Superintendent of public instruction, 431
Supervisors, board of, 442; play, 211
Supply, water, 88, 158–160; (illus.), 159
Supreme Court, national, 415; state, 433

Tariff revenue tax, 109, 458
Taxation, 102; and protection of life, 104, 105; and protection of property, 105, 106; and streets and highways, 106; charity, 196; misunderstanding of, 102; purposes of, 104; (graph), 105; right attitude toward, 103; school, 107, 108, 181; (graph), 107; units of, 110

Taxes, county, 442; direct, 110; federal, 109, 410; (illus.), 423; high, 111; income, 109; indirect, 110; inheritance, 109; internal revenue, 109; rate, 114; state, 109, 110, 181, 429; tariff revenue, 109, 458
Taxpayers, expense of crime to, 70
Teachers' books, 498
Telegraph, 368, 369. *See* Telephone and Telegraph
Telephone, 370, 371; and telegraph, 165, 166, 237, 360, 361, 365
Territory, Northwest, 173
Testing what you have read, 15, 16, 37, 55–57, 76, 77, 97, 98, 111, 112, 135, 136, 151, 152, 169, 185, 200, 201, 216, 240, 241, 265, 266, 281, 302, 318, 341, 342, 356, 357, 374, 396, 397, 420, 421, 434, 447, 469, 482
Tests, questions for, 16
Thrift, 356; and business, 294; and natural resources, 295–299; (illus.), 295–298; (diagram), 301; education in, 300; importance of, 286, 287; (illus.), 287; maxims on, 290; meaning of, 285; practicing, 288–290; (illus.), 290; slogan of National Thrift Committee, 340
Time, use of leisure, 178; (table), 218
Toleration, ideals of, 476
Tomb of the unknown soldier, (illus.), 478
Town, 83. *See* City
Township, 439; decrease in importance of, 439–441; (illus.), 440; government, 84, 438, 445; officials, 446
Toxin, and antitoxin, 120
Trade, restraint of, 334; unions, 374
Traffic semaphore, 387
Training, character, 178, 179; for advancement, 278–280; (illus.), 278, 280; value of high school, 182, 183; (graphs), 182, 283; vocational, 176–178, 198, 199
Trains. *See* Railroads
Transoceanic cable, 369, 370
Transportation, 86, 88, 162–164, 167, 365; (illus.), 162, 163; air, 394–396; (illus.), 395; and good roads, 384, 385; automobile in, 387–389; (illus.), 388; costs, 385, 387, 389, 391; dependence on, 377–379; effects of, 235–237; (illus.), 237; (graph), 236; importance of, 380; laws, 144, 164; old and new in, 379; (illus.), 378; water, 389–391; (map), 390
Travel and recreation, 213, 214; (cartoon), 213
Travelers' checks, 354
Treasurer, county, 443; state, 341
Treaties with foreign countries, 410, 414, 427
Trial, cost of, 69, 70; by jury, 68, 69; (illus.), 69
Trowbridge, John T., *Darius Green and His Flying Machine*, 394
Trucks, 377, 378; motor, 380
Trust, companies, 347, 349, 350; and monopolies, 333, 334

Uncertain loss, 310
Unemployment, 340, 341
Unions, labor, 336, 337; trade, 374
United States, Bureau of Education, 385; government and health, 122–124; (illus.), 123; Public Health Service, 122, 124, 128; seal, (illus.), 475; Steel Corporation, 333

Utilities, costs, 159, 162–164; public, 157, 165, 168; (illus.), 159
Utility commission, public, 168; state, 167

Vaccines, 120
Veto, 89, 414, 430, 433
Vice-President of the United States, 44, 414
Village government. *See* City government
Vocational, guidance, 272–275; training, 176–178, 198, 199
Voters, qualifications of, 452, 453; registration of, 454
Voting, intelligent, 467–469; machine, 455; (illus.), 464; method of, 456; neglect of, 465–467; (map), 466

Wanamaker, John, 290
War, and dependence on others, 14, 15; Civil, 389; declaration of, 410; Revolutionary, 43, 361, 407. *See* World War
Warrant, a, 68
Washington, George, 172, 290, 476, 479
Water, and health, 120, 126; laws, 131, 160, 165; pure, 130, 131; supply, 88, 158–160; (illus.), 159
Waterways, 389–391; (map), 390; inland system, 389–391; maintenance of, 389
Wave lengths, 372
Week, National Thrift, 295
Western Union Telegraph Company, 369
White House, the, (illus.), 405
Who's Who, 414
Wilson, Woodrow, 479, 480, 481
Wireless, 360, 365; and radio, 371–373; (illus.), 372; (cartoon), 373
Women, in industry, 339, 340; laws protecting, 339
Work, choice of, 270–272; 275–277; (illus.), 270, 271, 273, 274, 276; conditions and health, 127, 128; necessity for, 269; satisfaction in one's, 279–281
Workers, kinds of, 326, 327; organization of, 336, 337
Workmen's compensation law, 316, 317
World, Almanac, 49; relations and League of Nations, 478, 479; relationship, 476–478; (illus.), 477; War, 14, 370, 394, 477, 478
Wright, Orville, 394; Wilbur, 394
Writs, 444
Wrongdoers, modern treatment of, 70, 71

Yards, clean, 130
Yellowstone Falls, Yellowstone National Park, (illus.), 423
Y. M. C. A., 191
Y. W. C. A., 191

Zoning, city, 92, 128, 129

PROBLEM INDEX

(For General Index, see p. 529.)

Accused, constitutional rights of, Chap. IV, Prob. 2, p. 70
Advertising of big corporations, Chap. XVIII, Prob. 7, p. 345
Airplane transportation, Chap. XVI, Prob. 6, p. 398
Amendments XI to XIX, Chap. XXII, Prob. 12, p. 424
American ideals by American leaders, Chap. XXVI, Prob. 2, p. 481
Amusements, harmful, fight against, Chap. XIV, Prob. 6, p. 261
Articles, preventing sale of harmful, Chap. VIII, Prob. 9, p. 156
Attitude, toward ballot and public officials, Chap. XXIV, Prob. 3, p. 467; toward banking, Chap. XIX, Prob. 1, p. 346; toward taxation, Chap. VI, Prob. 1, p. 103; developing the law-abiding
Automobile regulations, Chap. VIII, Prob. 7, p. 154

Ballot, attitude toward, Chap. XXIV, Prob. 3, p. 467
Banking, attitude toward, Chap. XIX, Prob. 1, p. 346; services of the post office, Chap. XIX, Prob. 7, p. 359; terms used in, Chap. XIX, Prob. 4, p. 358
Banks, local, Chap. XIX, Prob. 2, p. 349; relationship of Federal Reserve, Chap. XIX, Prob. 6, p. 359
Bill of Rights, Chap. XXII, Prob. 7, p. 417
Bill, progress through Congress, Chap. XXII, Prob. 11, p. 422
Boys' recreational interests, Chap. XII, Prob. 4, p. 217
Budget, your weekly, Chap. XVI, Prob. 2, p. 288

Cabinet, President's, Chap. XXII, Prob. 9, p. 422
Campaign issues, judging, Chap. XXV, Prob. 5, p. 471
Children, arguments on employment of, Chap. XVIII, Prob. 3, p. 338
Citizens, and the county, Chap. XXIV, Prob. 5, p. 448; duties of a good, Chap. III, Prob. 3, p. 51; weighing the activities of, Chap. III, Prob. 5, p. 58
Citizenship, and civics, Chap. III, Prob. 7, p. 60; good in school community, Chap. II, Prob. 4, p. 35; in the newspapers, Chap. III, Prob. 6, p. 59
City, governments, kinds of, Chap. V, Prob. 2, p. 91; planning, Chap. V, Prob. 8, p. 101; small-city plan, Chap. V, Prob. 3, p. 95
Civic unity and community pride, Chap. XIV, Prob. 1, p. 250
Civics, relation to citizenship, Chap. III, Prob. 7, p. 60; terms used in, Chap. V, Prob. 4, p. 99

Code of sportsmanship, Chap. II, Prob. 3, p. 31
Commission, Interstate Commerce, Chap. IX, Prob. 5, p. 171; State Utility, Chap. IX, Prob. 3, p. 171
Communication, inventors of means of, Chap. XX, Prob. 4, p. 376; local means of, Chap. XX, Prob. 1, p. 368; means of and terms used in, Chap. XX, Prob. 2, p. 375; printed materials on, Chap. XX, Prob. 5, p. 376
Community, agencies, educational value of, Chap. X, Prob. 6, p. 187; and federal government, Chap. XXII, Prob. 1, p. 403; and fight against harmful amusements, Chap. XIV, Prob. 6, p. 261; and home life, Chap. XIV, Prob. 2, p. 254; helping a, Chap. I, Prob. 7, p. 19; interests, Chap. I, Prob. 8, p. 20; law enforcement in a, Chap. IV, Prob. 6, p. 79; membership in a, Chap. I, Prob. 2, p. 9; pride and civic unity, Chap. XIV, Prob. 1, p. 250; why built, Chap. I, Prob. 4, p. 18
Congress, progress of a bill through, Chap. XXII, Prob. 11, p. 422
Conservation of natural resources, Chap. XVI, Prob. 4, p. 299
Constitution, appropriate for school organization, Chap. II, Prob. 6, p. 38; important provisions of our, Chap. XXII, Prob. 3, p. 410; provisions of state, Chap. XXIII, Prob. 2, p. 429
Constitutional, amendments XI to XIX, Chap. XXII, Prob. 12, p. 424; purposes of national government, Chap. XXII, Prob. 2, p. 406; purposes of state government, Chap. XXIII, Prob. 1, p. 427; rights of accused, Chap. IV, Prob. 2, p. 70
Coöperative organizations of farmers, Chap. XIII, Prob. 3, p. 242
Corporation advertising, Chap. XVIII, Prob. 7, p. 345
County, and the citizen, Chap. XXIV, Prob. 5, p. 448; and state government, Chap. XXIV, Prob. 1, p. 438; history, Chap. XXIV, Prob. 2, p. 441; officers, titles and names, Chap. XXIV, Prob. 3, p. 444
County government, needed changes in, Chap. XXIV, Prob. 6, p. 448; weighing the criticisms of, Chap. XXIV, prob. 9, p. 450
Courts, Supreme and other federal, Chap. XXII, Prob. 10, p. 422

Dependence, on others, Chap. I, Prob. 1, p. 6; Chap. I, Prob. 6, p. 19; on transportation, Chap. XXI, Prob. 4, p. 398
Dependency, extent of, Chap. XI, Prob. 5, p. 202; prevention of, Chap. XI, Prob. 2, p. 198
Dependents, institutions for, Chap. XI, Prob. 4, p. 202
Diseases, preventing the spread of communicable, Chap. VII, Prob. 6, p. 137
Duties, and functions of government, Chap. XXIII, Prob. 3, p. 430; and powers of President and Vice-President, Chap. XXII, Prob. 5, p. 414; and powers of Supreme Court, Chap. XXII, Prob. 6, p. 416; of a good citizen, Chap. III, Prob. 3, p. 51; of local officers in taxation, Chap. XXIV, Prob. 8, p. 449; municipal

officers and their, Chap. V, Prob. 6, p. 100; state officials and their, Chap. XXIII, Prob. 4, p. 431

Education, state support of, Chap. XXIII, Prob. 7, p. 436
Election, arguments on primary, Chap. XXV, Prob. 8, p. 473; conducting an, Chap. XXV, Prob. 6, p. 471
Employer, argument on being your own, Chap. XV, Prob. 7, p. 283
Employment, of children, argument on, Chap. XVIII, Prob. 3, p. 338; laws governing, Chap. XVIII, Prob. 6, p. 344; of women, laws governing, Chap. XVIII, Prob. 6, p. 344
Enforcement, law, Chap. IV, Prob. 6, p. 79

Facilities, recreational, Chap. XII, Prob. 2, p. 211; public, Chap. XIV, Prob. 5, p. 260
Fairness, applying principles of, Chap. II, Prob. 2, p. 29
Farm Land bank, uses of, Chap. XIX, Prob. 3, p. 355
Farm, and rural life in newspapers, Chap. XIII, Prob. 1, p. 222; labor-saving machinery, Chap. XIII, Prob. 4, p. 243
Farmer, and state agencies, Chap. XIII, Prob. 5, p. 244; coöperative organizations, Chap. XIII, Prob. 3, p. 242
Federal government and the community, Chap. XXII, Prob. 1, p. 403
Federal Reserve banks, relationship of, Chap. XIX, Prob. 6, p. 359
Federal taxes, uses of, Chap. VI, Prob. 6, p. 115
Fee system in county and township, Chap. XXIV, Prob. 7, p. 449
Fire, causes of, Chap. VIII, Prob. 5, p. 153; forest, Chap. VIII, Prob. 6, p. 154; preventing loss by, Chap. VIII, Prob. 3, p. 150; protection, Chap. VIII, Prob. 4, p. 153
Fire insurance, *see* Insurance

Government, constitutional purposes of national, Chap. XXII, Prob. 2, p. 406; constitutional purposes of state, Chap. XXIII, Prob. 1, p. 427; functions and duties of, Chap. XXIII, Prob. 3, p. 430; kinds of city, Chap. V, Prob. 2, p. 91; needed changes in county, Chap. XXIV, Prob. 6, p. 448; terms used in, Chap. XXII, Prob. 8, p. 422
Grand jury, Chap. IV, Prob. 7, p. 80.
Groups, membership in, Chap. I, Prob. 2, p. 9

Health, habits in school, Chap. VII, Prob. 3, p. 127; terms of public, Chap. VII, Prob. 5, p. 137
Health service, local, state, and national, Chap. VII, Prob. 2, p. 124
Highways, state, Chap. XXI, Prob. 2, p. 382
History, state, and information, Chap. XXIII, Prob. 5, p. 435; county, Chap. XXIV, Prob. 2, p. 441
Home, requirements of a good, Chap. III, Prob. 4, p. 53; and citizenship, Chap. III, Prob. 4, p. 53; life and the community, Chap. XIV, Prob. 2, p. 254

Ideals, our country's, Chap. XXVI, Prob. 1, p. 474
Illness, school time losses through, Chap. VII, Prob. 1, p. 117
Immigrants, nationality of European, Chap. III, Prob. 2, p. 49
Impure articles, preventing sale of, Chap. VIII, Prob. 9, p. 156
Industrial service agents, work of, Chap. XIII, Prob. 2, p. 235
Institutions for dependents, Chap. XI, Prob. 4, p. 202
Insurance, additional information, Chap. XVII, Prob. 5, p. 320; adult opinion on, Chap. XVII, Prob. 1, p. 308; local interest in fire, Chap. XVII, Prob. 4, p. 319; local interest in life, Chap. XVII, Prob. 2, p. 314; terms used in, Chap. XVII, Prob. 3, p. 319
Interests, adult recreational, Chap. XII, Prob. 5, p. 219; community, Chap. I, Prob. 8, p. 20; cooperation in school, Chap. II, Prob. 1, p. 24
Interstate Commerce Commission, Chap. IX, Prob. 5, p. 171
Inventors of means of communication, Chap. XX, Prob. 4, p. 376
Issues, judging campaign, Chap. XXV, Prob. 5, p. 471

Jury, grand. *See* Grand jury

Labor, problems in the newspaper, Chap. XVIII, Prob. 1, p. 324; terms used in discussion on, Chap. XVIII, Prob. 4, p. 344
Labor unions, Chap. XVIII, Prob. 8, p. 345; adult opinion on, Chap. XVIII, Prob. 2, p. 337; tenets of, Chap. XVIII, Prob. 5, p. 344
Labor-saving machinery, farm, Chap. XIII, Prob. 4, p. 243
Law enforcement, in your community, Chap. IV, Prob. 6, p. 79; terms of, Chap. IV, Prob. 4, p. 78
Lawlessness, causes of juvenile, Chap. IV, Prob. 3, p. 72
Laws governing employment of women and children, Chap. XVIII, Prob. 6, p. 344
Leaders, American ideals by American, Chap. XXVI, Prob. 2, p. 481; opinions of recreational, Chap. XII, Prob. 6, p. 220
Life insurance, *see* Insurance
Lives of successful men and women, Chap. XV, Prob. 8, p. 284
Local, affairs, opinions on, Chap. 5, Prob. 1, p. 84; banks, Chap. XIX, Prob. 2, p. 349; health service, Chap. VII, Prob. 2, p. 124; interest in fire insurance, Chap. XVII, Prob. 4, p. 319; interest in life insurance, Chap. XVII, Prob. 2, p. 314; means of communication, Chap. XX, Prob. 1, p. 368; public schools, Chap. X, Prob. 7, p. 188; public utilities, Chap. IX, Prob. 2, p. 170; taxation, Chap. VI, Prob. 4, p. 113; welfare agencies, Chap. XI, Prob. 3, p. 201
Localities, residential attractiveness of, Chap. I, Prob. 3, p. 14
Losses, school time, Chap. VII, Prob. 1, p. 117

Machinery, farm labor-saving, Chap. XIII, Prob. 4, p. 243
Majority rule, importance of, Chap. II, Prob. 7, p. 39
Manners, good, and citizenship, Chap. II, Prob. 8, p. 39

Maxims on thrift, Chap. XVI, Prob. 3, p. 290
Money, for school maintenance, Chap. X, Prob. 4, p. 186; transmission of, Chap. XIX, Prob. 5, p. 358
Municipal, departments, functions of, Chap. V, Prob. 7, p. 101; officers and their duties, Chap. V, Prob. 6, p. 100

National government, constitutional purposes of, Chap. XXII, Prob. 2, p. 406; in the newspapers, Chap. XXII, Prob. 13, p. 425
National, health services, Chap. VII, Prob. 2, p. 124; Thrift Week, Chap. XVI, Prob. 7, p. 304
Nationality of European immigrants, Chap. III, Prob. 2, p. 49
Natural resources, conservation of, Chap. XVI, Prob. 4, p. 299
News, interpreting, Chap. IV, Prob. 1, p. 64
Newspapers, citizenship in the, Chap. III, Prob. 6, p. 59; labor problems in the, Chap. XVIII, Prob. 1, p. 324; national government in the, Chap. XXII, Prob. 13, p. 425; rural and farm life in the, Chap. XIII, Prob. 1, p. 222

Occupations, adult opinions on certain, Chap. XV, Prob. 6, p. 286
Ownership of public utilities, Chap. IX, Prob. 4, p. 171

People and state government, the, Chap. XXIII, Prob. 6, p. 436
Plan, small-city, Chap. V, Prob. 3, p. 95
Planning, city, Chap. V, Prob. 8, p. 101
Play interests of students of junior high schools, Chap. XII, Prob. 3, p. 217
Playground, streets as, Chap. VIII, Prob. 1, p. 144
Politics, unfairness and prejudice in, Chap. XXV, Prob. 2, p. 461
Post office, banking services of, Chap. XIX, Prob. 7, p. 359
Powers and duties of, President and Vice-President, Chap. XXII, Prob. 5, p. 414; Supreme Court, Chap. XXII, Prob. 6, p. 416
President, cabinet of, Chap. XXII, Prob. 9, p. 422; method of electing, Chap. XXV, Prob. 4, p. 470; powers and duties of, Chap. XXII, Prob. 5, p. 414
Prevention, and causes of forest fires, Chap. VIII, Prob. 6, p. 154; of dependency, Chap. XI, Prob. 2, p. 198
Primary elections, arguments on, Chap. XXV, Prob. 8, p. 473
Problems, tax, Chap. VI, Prob. 7, p. 116
Protection, fire, Chap. VIII, Prob. 4, p. 153
Provisions of state constitution, Chap. XXIII, Prob. 2, p. 429
Public facilities, efficiency of, Chap. XIV, Prob. 5, p. 260
Public officials, attitude toward, Chap. XXIV, Prob. 3, p. 467; qualifications of, Chap. XXV, Prob. 7, p. 473
Public safety, promoting, Chap. VIII, Prob. 8, p. 155
Public utilities, common, Chap. IX, Prob. 1, p. 157; local, Chap. IX,

Prob. 2, p. 170; ownership of, Chap. IX, Prob. 4, p. 171
Public welfare agencies, Chap. XI, Prob. 1, p. 192

Qualifications, for citizenship, Chap. III, Prob. 1, p. 43; for voters in your community, Chap. XXV, Prob. 1, p. 543; of public officials, Chap. XXV, Prob. 7, p. 473

Recreation, kinds of, Chap. XII, Prob. 1, p. 204
Recreational facilities, Chap. XII, Prob. 2, p. 211; for children, Chap. XIV, Prob. 4, p. 258; public, Chap. XIV, Prob. 5, p. 260
Recreational, interests of adults, Chap. XII, Prob. 5, p. 219; interests of boys, Chap. XII, Prob. 4, p. 217; leaders' opinions, Chap. XII, Prob. 6, p. 220
Regulations, automobile, Chap. VIII, Prob. 7, p. 154
Relationships of Federal Reserve banks, Chap. XIX, Prob. 6, p. 359
Religious education, weighing the efficiency of, Chap. XIV, Prob. 7, p. 262
Representatives, choosing, Chap. XXII, Prob. 4, p. 412
Resources, conservation of natural, Chap. XVI, Prob. 4, p. 299
Rights, Bill of, Chap. XXII, Prob. 7, p. 417
Roads, value of good, Chap. XXI, Prob. 5, p. 398
Rural and farm life in newspapers, Chap. XIII, Prob. 1, p. 222
Rural schools, improvement of, Chap. XIII, Prob. 6, p. 244
Rule, importance of majority, Chap. II, Prob. 7, p. 39
Rules, safety, Chap. VIII, Prob. 2, p. 147

Safety, promoting public, Chap. VIII, Prob. 8, p. 155; rules, Chap. VIII, Prob. 2, p. 147; slogans. *See* Slogans
School, health habits in, Chap. VII, Prob. 3, p. 127; improvement of rural, Chap. XIII, Prob. 6, p. 244; local public, Chap. X, Prob. 7, p. 188; of today and yesterday, Chap. X, Prob. 5, p. 187; play interests of students of junior high, Chap. XII, Prob. 3, p. 217; reasons for maintaining, Chap. X, Prob. 1, p. 174; time losses through illness, Chap. VII, Prob. 1, p. 117; value of training in the high, Chap. X, Prob. 3, p. 183; Chap. XV, Prob. 5, p. 282; vocational opportunities for graduates of grammar, Chap. XV, Prob. 1, p. 269; why pupils leave, Chap. X, Prob. 2, p. 179
School community, good citizenship in, Chap. II, Prob. 4, p. 35
School interests, coöperation in, Chap. II, Prob. 1, p. 24
School maintenance, money for, Chap. X, Prob. 4, p. 186
School officers, desirable characteristics of, Chap. II, Prob. 5, p. 38
School organization, appropriate constitution for a, Chap. II, Prob. 6, p. 38
School system, efficiency of, Chap. XIV, Prob. 3, p. 256
Senators, choosing, Chap. XXII, Prob. 4, p. 412

Slogans, safety, Chap. VIII, Prob. 10, p. 156
Sportsmanship, code of, Chap. II, Prob. 3, p. 31
State, agencies and the farmer, Chap. XIII, Prob. 5, p. 244; health service, Chap. VII, Prob. 2, p. 124; highways, Chap. XXI, Prob. 2, p. 382; history and information, Chap. XXIII, Prob. 5, p. 435; officials and their duties, Chap. XXIII, Prob. 4, p. 431; support of education, Chap. XXIII, Prob. 7, p. 436; taxes, uses of, Chap. VI, Prob. 6, p. 115; Utility Commission, Chap. IX, Prob. 3, p. 171
State government, and the county and township, Chap. XXIV, Prob. 1, p. 438; and the people, Chap. XXIII, Prob. 6, p. 436; constitutional purposes of, Chap. XXIII, Prob. 1, p. 427
Streets as playground, Chap. VIII, Prob. 1, p. 144
Successful men and women, lives of, Chap. XV, Prob. 8, p. 284
Supreme Court, and other federal courts, Chap. XXII, Prob. 10, p. 422; powers and duties of, Chap. XXII, Prob. 6, p. 416
System, fee, Chap. XXIV, Prob. 7, p. 449; water, Chap. VII, Prob. 4, p. 131

Tax, problems, Chap. VI, Prob. 7, p. 116; terms, Chap. VI, Prob. 3, p. 113
Taxation, attitude toward, Chap. VI, Prob. 1, p. 103; duties of local officers in, Chap. XXIV, Prob. 8, p. 449; local, Chap. VI, Prob. 4, p. 113
Taxes, uses of, Chap. VI, Prob. 2, p. 108; uses of federal and state, Chap. VI, Prob. 6, p. 115; uses of local, Chap. VI, Prob. 5, p. 114
Telegram, form and cost of, Chap. XXII, Prob. 3, p. 376
Terms used in, and means of communication, Chap. XX, Prob. 2, p. 375; banking, Chap. XIX, Prob. 4, p. 358; civics, Chap. V, Prob. 4, p. 99; government, Chap. XXII, Prob. 8, p. 422; insurance, Chap. XVII, Prob. 3, p. 319; labor discussions, Chap. XVIII, Prob. 4, p. 344; Law enforcement, Chap. IV, Prob. 4, p. 78; public health, Chap. VII, Prob. 5, p. 137; taxation, Chap. VI, Prob. 3, p. 113
Thrift, a case of, Chap. XVI, Prob. 8, p. 305; arguments, Chap. XVI, Prob. 5, p. 303; maxims, Chap. XVI, Prob. 3, p. 290; National Week, Chap. XVI, Prob. 7, p. 304
Thrift and generosity *vs.* stinginess and carelessness, Chap. XVI, Prob. 1, p. 285
Titles and names, of county officers, Chap. XXIV, Prob. 3, p. 444; of township officers, Chap. XXIV, Prob. 4, p. 446
Township, and state government, Chap. XXIV, Prob. 1, p. 438; titles and names of officers, Chap. XXIV, Prob. 4, p. 446
Training, opportunities for vocational, Chap. XV, Prob. 4, p. 279; value of high school, Chap. X, Prob. 3, p. 183; Chap. XV, Prob. 5, p. 282
Transportation, airplane, Chap. XVI, Prob. 6, p. 398; by water-

ways, Chap. XXI, Prob. 3, p. 391; dependence on, Chap. XXI, Prob. 4, p. 398; past and present, Chap. XXI, Prob. 1, p. 379

Unity, civic, Chap. XIV, Prob. 1, p. 250
Utilities, common public, Chap. IX, Prob. 1, p. 157; local public, Chap. IX, Prob. 2, p. 170; ownership of public, Chap. IX, Prob. 4, p. 171

Value of, good roads, Chap. XXI, Prob. 5, p. 398; high school training, Chap. X, Prob. 3, p. 183; Chap. XV, Prob. 5, p. 282
Vice-President, method of electing, Chap. XXV, Prob. 4, p. 470; powers and duties of, Chap. XXII, Prob. 5, p. 414
Vocation, information concerning a selected, Chap. XV, Prob. 3, p. 277
Vocational, opportunities for grammar school graduates, Chap. XV, Prob. 1, p. 269; training, opportunities for, Chap. XV, Prob. 4, p. 279
Voters, qualifications for, Chap. XXV, Prob. 1, p. 453
Voting precincts and wards, Chap. V, Prob. 5, p. 100

Want Ads, survey of, Chap. XV, Prob. 2, p. 272
Wards and voting precincts, Chap. V, Prob. 5, p. 100
Waste, causes of, Chap. XVI, Prob. 6, p. 304
Water systems, Chap. VII, Prob. 4, p. 131
Waterways, improving, Chap. XXI, Prob. 7, p. 399; transportation by, Chap. XXI, Prob. 3, p. 391
Week, National Thrift, Chap. XVI, Prob. 7, p. 304
Welfare agencies, local, Chap. XI, Prob. 3, p. 201; public, Chap. XI, Prob. 1, p. 192

Rayford

Long may you live
Happy may you be
~~Bless~~ Bless with 40 lbs
20 on each knee